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ABSTRACT

The report covers the activities, results, and lessons learned in a project to test a new approach in developing greater opportunities in employment of the physically handicapped, mentally retarded, and mentally restored by harnessing the resources of leading volunteer women's organizations at the local level on a practical, planned basis. Project activities geared toward generating opportunities for handicapped men and women were undertaken in three pilot cities (Birmingham, Ala., Minneapolis, Minn., and Malden, Mass.). Their selection allowed for diversity of size, a wide range of business and industry, effective vocational rehabilitation and employment service operations, as well as an active voluntary movement that included strong women's organizations. Not all project activities were as successful as anticipated, but major benefits were gained in terms of experience and learnings. Results of the project in the areas of handicapped surveys, promoting removal of architectural barriers, job placement, development of job seeking skills, job retention, homebound handicapped, reinstating rehabilitation dropouts, and public education are discussed at length. Numerous lessons learned in many areas as a result of experience gained during the project are described, with reference to their implications for further development, particularly where the use of volunteers would be especially valuable. (Author/NH)

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FINAL REPORT

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FINAL REPORT

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THE PRESIDENT'S COMMITTEE ON EMPLOYMENT OF THE HANDICAPPED

WASHINGTON, D.C. 20210

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Dr. Howard Rosen, Director
Office of Research and Development
Manpower Administration
U. S. Department of Labor
601 D Street, N. W.
Washington, D. C. 20213

Dear Dr. Rosen:

I have followed with great interest the progress of Project Volunteer Power and have, in fact, involved myself in many of its activities. From these personal encounters with local leaders, and thousands of volunteers as well as hundreds of handicapped persons in the pilot cities I can attest to this report and its findings.

Project Volunteer Power has been an exciting experience which will continue to be a cornerstone of Women's Committee participation in the President's Committee on Employment of the Handicapped. It has brought together a large body of concerned, dedicated, hard working volunteers able and eager to help the handicapped people of their communities achieve job equality. Those who have already been helped in getting jobs will more than have paid for the modest cost of this effort through the taxes they pay and in savings of welfare benefits.

We now know that the task of promoting employment opportunities for handicapped persons can be effectively accomplished by well organized volunteer groups. Project Volunteer Power is providing a blueprint for action throughout the country by the President's Committee and its affiliated Governor's Committees.

Mr. Sharek has been an inspiring project director. He has patiently and perseveringly helped mold effective organizations

in the three pilot cities. He has sparked ideas and the enthusiasm of large bodies of volunteers and in doing so has won countless friends for the handicapped.

Personally and on behalf of the P.C.E.H. Women's Committee I want to express thanks to the Department of Labor Manpower Administration, to you and to Miss Juliet Brussel, the Project Officer, for the excellent support and encouragement which Project Volunteer Power enjoyed.

Sincerely,

Jayne B. Spain

Jayne B. Spain
Chairman
Women's Committee

ACKNOWLEDGEMENTS

Project Volunteer Power has been an immensely satisfying experience. There are no people more deserving of help than those who, though disabled, want to work and make a meaningful contribution to society. And there are none finer than those who freely volunteer time and energy on their behalf. This has been especially true in the three pilot cities, Birmingham, Alabama, Minneapolis, Minnesota and Malden, Massachusetts.

Because of the numbers involved it would be impossible to list by name all of those who made Project Volunteer Power a success even though that success was achieved only through their combined contribution.

Special recognition must be given however to:

° the capable and concerned local coordinators -- Mr. C. W. (Bus) Bisset, Mrs. Lois Whitten and Mrs. Sara Rogers in Birmingham; Mr. George Favreau in Malden; and Mrs. Bernadette Klein in Minneapolis.

° the equally capable officers of the local sponsoring committees and, especially -- Mr. John Gordon (deceased), Miss Martha Ann Cox and Mr. Oscar Pardue in Birmingham; Mr. Wallace W. Norlander, Mr. Vern Bienfang and Mr. Richard Ramberg in Minneapolis; and Mr. Joseph Kennedy, Mr. Edward Gorfine, Mrs. Florence Burns, Mr. Robert Lynch and Mrs. Carmella Gregorie in Malden.

° the cooperative Executive Directors of the participating Governor's Committees -- Mr. Gene Kerlin of Alabama, Mrs. Dolores Kauth of Minnesota and Mr. Isadore Morantz of Massachusetts.

° the dedicated Mayor George Seibels of Birmingham and Mayor Walter Kelliher of Malden.

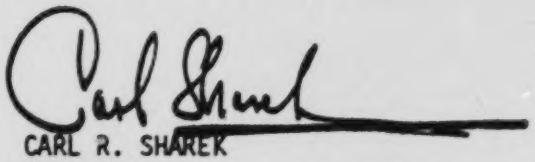
° Mr. William P. McCahill, Mr. Bernard Posner and Mr. Edward Rose as well as other staff members of the President's Committee on Employment of the Handicapped.

° Mr. David Brigham of the People-To-People Committee.

° Miss Juliet Brussel, the Manpower Administration Project Officer who was not only professionally involved but personally interested in the project's success.

° my very talented and dedicated assistant, Mrs. LaVerne Brown, who was the source of many of P.V.P.'s programming ideas.

° Mrs. Jayne Baker Spain whose dedication to the cause of the handicapped, and whose encouragement and support were an inspiration to all those involved in Project Volunteer Power.



CARL R. SHAREK
Director

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I - INTRODUCTION

It is conservatively estimated that there are more than 20 million "handicapped"* men and women in the United States. The number is increasing. So, too, is the average severity of their handicapping condition.

The handicapped do not share equitably in America's wealth. They are, as a group, underemployed. Their talent is underestimated and underutilized. Our society not only fails to benefit from their potential but is often unnecessarily burdened by welfare support of many who do not need nor want such help preferring instead a chance to do constructive work.

Advances in science and technology which have served to salvage partially destroyed minds and bodies have not been matched by a breakdown of the barriers which the handicapped must overcome if they are to function in the mainstream of our society. Society continues to construct buildings that are inaccessible. Transportation improvements do not reflect the needs of the whole populace. Training of the handicapped has not kept pace with technical developments.

Public misunderstanding is often an even greater deterrent to the employment of the handicapped than their physical or mental disability. Although there is sympathy for the disability of the handicapped there is a lack of appreciation for their ability.

In an era when a vast array of special causes avidly compete for attention the handicapped have not fared well. More vocal ombudsmen and better organized constituencies increasingly divert public attention and siphon off available resources. There is fortunately a large body of men and women within the organizational fabric of America who regularly support worthy handicapped causes. Much remains to be done, however, to make full use of this potential.

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*This includes only those physically disabled, mentally retarded and mentally restored. According to the 1970 census there are approximately 12 million handicapped Americans of working age (16-64 yrs).

The President's Committee

The disabilities incurred by millions of America's youth as a result of United States participation in World War II served to focus public attention on the problem. One important development was the formation of the President's Committee on Employment of the Handicapped in 1948. In the past 26 years the PCEH through its involvement of a wide spectrum of American civic, fraternal, service, church, etc. organizations (both men's and women's) has succeeded in keeping this concern alive. The President's Committee now includes the leadership of a large percentage of the foremost national organizations.

Under the leadership of the PCEH, major strides have been made in promoting the confidence of the handicapped by keeping alive public attention to their needs, by advocating legislation on their behalf and by encouraging employers to utilize their talents.

Governor's Committees

Affiliated with the PCEH are Governor's Committees in all 50 states and territories, all of which include similar civic, fraternal, church, veteran, business, and labor representation.

The basic objective of the Governor's Committees, like that of the PCEH, is job promotion. They have also been heavily involved in breaking down the multiple barriers which inhibit the handicapped.

Project Volunteer Power

Project Volunteer Power was initiated on June 7, 1971 to test a new approach in developing greater opportunities for the employment of the physically handicapped, mentally retarded and mentally restored.

The project was predicated on the belief that solution of the problems confronting the handicapped and their full integration in the community, including productive employment, can only be achieved through positive effort at the local level.

Neither legislation nor expanded bureaucratic machinery can assure the objective of full employment opportunities without the interest and active involvement of a concerned local citizenry. While concern cannot be legislated, local

grassroots action can spur appropriate and necessary legislation.

The objective of the project was to test a new approach in developing greater opportunities in employment of the physically handicapped, mentally retarded and mentally restored -- by harnessing the resources of leading volunteer women's organizations at the local level, on a practical, planned basis.

The project was proposed and sponsored nationally by the PCEH Women's Committee, whose membership includes the presidents of 26 leading national and international women's organizations representing approximately 30 million women as well as 25 leading women who have achieved recognition in their own right.

The project has been implemented under contract #82-11-71-23, dated June 7, 1971, between the Manpower Administration and the People to People Committee for the Handicapped.

The project proposal, "Toward the Development of a Meaningful Community Effort to Increase Employment Opportunities for the Handicapped through the Volunteer Power of Women's Groups", called for a three phase program in three pilot cities.

Project Cities

The selection of the pilot cities (each from a different geographical area and Manpower Administration region) was to allow for a diversity of size, a wide range of business and industry, effective vocational rehabilitation and employment service operations as well as an active voluntary movement that included strong women's organizations.

Nineteen cities were considered. A wide range of criteria was taken into account, including: size, geographic distribution, racial and ethnic diversity, industrial make-up, current employment and employment potential for the handicapped, public and private employment services, medical, vocational, rehabilitation and other training facilities, the number of active women's organizations and the type of programs in which they were already involved, existing city and state legislation affecting the handicapped, the extent of recent community activity on behalf of the local handicapped, their needs, problems, etc.

A large number of knowledgeable individuals were consulted and their advice sought as to the relative "progressiveness" of the cities, the potential they offered for a project of this nature as well as the names of key activists who might be recruited to participate in the project. Meetings were held with local leaders to confirm their interest and their willingness to actively participate in the program.

The three cities selected on the basis of this research and approved by the Manpower Administration were Birmingham, Alabama, Minneapolis, Minnesota and Malden, Massachusetts.

The Governor's Committees in Alabama, Minnesota, and Massachusetts were involved from the outset. They were cooperative and collaborated fully. The Governors of Alabama and Massachusetts were also consulted and were supportive. Governor Wallace was particularly cooperative in the project activities. Similar support was received from the mayors of the three pilot cities and the mayors of Birmingham, Alabama, and Malden, Massachusetts have become as a result of their involvement enthusiastic advocates and active workers in the cause of promoting a more meaningful life for the handicapped people of their communities.

Local Sponsorship

The first requirement was that of obtaining the sponsorship of a local organization with a substantial interest in the employment of handicapped men and women in each of the pilot communities. A different type of sponsoring group was sought in each of the three cities in order to test how best to establish community support and continuity.

A coordinator was selected from among the volunteers to provide local leadership. The coordinator served as a liaison with the project director, the local sponsoring agency and participating organizations and individuals. The local coordinator was not salaried but received reimbursement for out-of-pocket expenses plus an honorarium, together totalling no more than $300.00 monthly.

A determination was made of the most pressing needs confronting the local handicapped and the potential afforded by local volunteer resources. A series of project activities was then decided upon in collaboration with relevant local specialists. These were implemented by participating organizations or groups of volunteers working directly under the sponsoring committee and the local coordinator.

The number, type and size of project activities undertaken in each of the pilot cities was not dictated. The only prescription was that the projects should be geared toward generating opportunities for handicapped men and women to demonstrate their capabilities and enhance their potential in the labor force for independent living.

Although the project was sponsored by the PCEH Women's Committee and was originally intended as a test of the potential of volunteers from women's organizations, it became obvious almost immediately that a limitation on the basis of sex would be counter-productive. While women are in the majority in volunteer work, men's organizations and individual men are also interested. It is important, moreover, that any movement to assist all handicapped people must include civic leadership and the professional community including architects, engineers, personnel officers, transportation specialists, etc., men and women alike. All of these groups were consulted and their representatives became an active part of the operation.

By the same token the involvement of churches, schools, the business community, labor, veterans organizations, the professions, associations of handicapped persons, and the media were vital. It would have been impossible to limit participation to women only.

To sponsor the project, a new Birmingham Area Committee was formed. The dormant Minneapolis Council was revitalized and expanded. A new Mayor's Committee was established in Malden.

II - PILOT CITY PROJECT ACTIVITIES

It was anticipated that the program in each of the pilot cities would be different both in nature and in scope. Such diversity was, in fact, hoped for and encouraged through the disparate selection of the cities.

The problems besetting handicapped people are universal but they differ in relative scope and severity from city to city. Solutions to these problems also vary depending upon the size of the community, the base, diversity and health of its economy, the level of advancement of its social institutions and sensitivity of its populace. The projects undertaken in the three pilot cities reflect this diversity.

Birmingham Projects

Identification of the Handicapped

The objective was to identify the handicapped men and women in the Birmingham area, their problems and potential for productive employment. The local committee felt that an effective program to help the handicapped could only be achieved after a determination of the full extent of the problems they faced. With specific information developed through a county-wide survey it would be easier not only to assist individual handicapped men and women to get jobs but to develop a climate of better understanding and concern for them.

Job Promotion

The objective was to identify job openings which men and women with disabilities could perform; to encourage employers to give them full and sympathetic consideration in their hiring practices; to encourage handicapped men and women to apply for available positions and to assist in whatever way possible in preparing them for interviews as well as in making the most effective presentation of their capabilities.

The attainment of these objectives called for the active participation of employers, personnel officials and men and

women volunteers with useful contacts among employers. It required the cooperation of media and public relations specialists who could effectively publicize the needs and the qualifications of handicapped persons.

The program called for workshops, seminars and smaller meetings as well as private interviews where employers and personnel officers would be enlightened about the availability and capabilities of "handi-capable" men and women.

Anti-Barrier Campaign

The objective was to promote the removal of existing architectural barriers that impede the mobility of people with disabilities and to discourage the creation of new barriers in present and future construction. The elimination of such barriers would provide the handicapped job seeker a fairer competitive status in the employment marketplace.

The achievement of this objective called for specific activities such as "Handicapped Walks", technical workshops and seminars, building surveys, and the involvement of architects, engineers, builders, financiers, etc. It also called for educational programs on radio and TV as well as press stories, pressure on local government officials to make streets, sidewalks and city buildings barrier free and a campaign aimed at arousing the concern of the general public to barriers which might one day limit the mobility of any individual.

Helping the Homebound

The Birmingham Committee was determined to provide those who are physically incapable of leaving their homes an opportunity to perform constructive and remunerative work through which they could contribute to their own welfare and that of their families. This was to be achieved by generating contract work for simple assembly operations which the homebound could perform in their homes. The Workshop for the Blind and Disabled which was closely associated with Birmingham's PVP from the outset had the requisite contacts to get such contracts. Volunteers, it was planned, would provide the necessary training and the logistical support to sustain the program.

Public Education and Involvement

Any and all efforts to help the handicapped -- and especially those geared to promoting their employment -- first require public awareness of the problems which confront handicapped men and women as well as their capabilities irrespective of physical or mental drawbacks. To increase this awareness and promote the requisite understanding the Birmingham Committee set out to provide speakers on the subject for meetings of various organizations throughout the city. Local press, radio and television personalities were encouraged to participate and become personally involved. They were provided with material about successfully rehabilitated local handicapped persons as well as those seeking employment opportunities. Promotional efforts were also built around such programs as the "Handicapped Walks", "Curb Smashing" ceremonies, church and school assemblies, seminars, the survey, the national "Employ the Handicapped Week" observance, local participation in poster and essay contests involving the youth, etc.

Minneapolis Projects

Development of Job Seeking Skills

Handicapped persons are prone to hide their talents and undersell their qualifications. Considering the competitive nature of today's labor market they must overcome not only employer negative attitudes but their own. A major objective of the Minneapolis Committee was, therefore, that of building the confidence of unemployed, handicapped men and women and improving their ability to project their qualifications most effectively.

Job Retention

The heavy caseload of employment agency and vocational rehabilitation service counsellors generally prevents an adequate follow-up on those placed in jobs. Such a follow-up is especially important in the case of the handicapped who often experience some readjustment difficulties in the first months they are on a job -- difficulties that are often not due to their physical or mental ability to perform the work involved.

The objective of this Minneapolis Committee effort was to minimize the fallout of such job-placed handicapped men and women by having volunteers make a periodic check on their progress, to resolve simple problems that might arise and to alert employers or service agency personnel to more serious difficulties.

Reinstating Clients in the Vocational Rehabilitation System

This project activity was proposed by officials of the Minneapolis Division of Vocational Rehabilitation which was experiencing a relatively heavy dropout of its handicapped clients. Regrettably, DVR counsellors usually do not have the time to follow through on such dropouts. The result is that help available to the handicapped which could lead to productive employment is lost and the efforts already expended inconclusively by DVR counsellors are wasted.

The Minneapolis DVR office agreed to provide the requisite training for teams of qualified PVP volunteers who would serve as an unsalaried extension of the DVR system. The volunteers were provided with data about the dropout clients, a questionnaire to follow and submitted their findings to that office on a prescribed format.

Promoting New Job Opportunities

Minneapolis has a large, diversified industrial base which includes the home offices and operations of many national and international corporations. A breakthrough in handicapped-employment at these base operations would benefit not only the local handicapped population but those in other cities where these large corporations have facilities. It would also set an example for big corporations elsewhere as well as for the smaller employer.

Malden Projects

Identifying the Handicapped

The identification of all of the city's handicapped population was deemed vital by the Malden Committed to the development of an effective program that would resolve the

job needs of all those interested, physically capable and qualified to perform productive work. Unlike that in Birmingham however, the Malden identification program was to be a municipally sponsored effort carried out in the context of a city wide census. The Malden PVP volunteers were to be used to publicize the city census and follow up with an in-depth interview of those handicapped men and women identified through that census.

Job Promotion

This project called for full collaboration with the local offices of the Employment Service, the Massachusetts Vocational Rehabilitation Commission and local employers to identify job openings which men and women with disabilities could perform; to encourage employers to give them full and sympathetic consideration in their hiring; to encourage the handicapped to apply for the available positions and to assist them in whatever way possible in preparing for job interviews and in making the most effective presentation of their qualifications.

Anti-Barrier Campaign

Because the Malden Committee included a number of bright and articulate, young and vital, wheelchair confined paraplegics it was only natural that much of its concern was directed to the removal of architectural barriers. The Malden program plan projected a progressive removal of existing barriers but, more important, the overseeing of all new construction in the city including that of the major Malden redevelopment authority. The Committee was fortunate in this respect since the gifted architect of that redevelopment was one of its members, a paraplegic.

Public Education

The fact that the Coordinator of the Malden project was trained and experienced in public relations and, in addition, was a paraplegic, he understood the problems of the handicapped population from personal experience and was anxious and able to communicate them to the general public. He was not only aware of the need for public understanding but had the know-how to utilize public relations techniques effectively. The programs he planned included press, radio and TV coverage, displays, exhibits, parades, talks to organizational assemblies and schools

III - PROJECT RESULTS

The efforts of the local sponsoring committees and of the volunteers recruited to carry out their PVP program activities were most inspiring. They were enthusiastic, dedicated and energetic. They contributed thousands of hours of their time, their talents and hard work selflessly. They displayed a true spirit of cooperation within their organizations and by their own enthusiasm won the cooperation and support of the political and business leadership of their respective communities.

All of the project activities were not as successful as the committee leadership had hoped for and anticipated. In some respects they had perhaps set their standards too high. Whatever problems and disappointments they experienced none were due however to a lack of interest and effort. And even with those program activities which fell short of expectations there were benefits gained in terms of experience and learnings.

All three committees established in the pilot cities to implement Project Volunteer Power remain active. It is noteworthy moreover that the Mayors of both Birmingham and Malden have decided not only to continue but to finance these operations out of municipal resources.

Handicapped Surveys

The Birmingham survey first required bringing together representatives of sixteen city and state service agencies who have an interest in data about the handicapped which the survey was intended to develop. Each was asked to specify its informational needs and to outline its potential use. Eight of these organizations contributed questions to which answers would be specifically valuable to their operations.

The basic questionnaire developed by the Birmingham Area Committee on the basis of this input was then examined in detail by specialists at the Center For A Voluntary Society and by officers of the PCEH. It was then returned to the participating organizations for still further refinements and approval before being finally judged most serviceable to all. The final product was a questionnaire of 35 sequential, incisive questions that would indicate who the handicapped are, where they live, their age, sex, educational and work background, extent of their disabilities, use, and where appropriate, need of prosthetic devices, work capability and interest, transportation requirements, etc.

The questionnaire was then adapted to an appropriate format for automatic data processing. A local business school which trains keypunch operators was approached and agreed to provide without cost the keypunching and verifying. The University of Alabama Medical Center in Birmingham and the Spain Rehabilitation Center offered the free use of their computers. Specialists from the fields of medicine, vocational rehabilitation and employment volunteered to analyze and evaluate the data.

The questionnaire itself was pretested through a survey of 100 families to determine whether the questions as well as the instructions for census takers were practical and understandable. Another reason for the pretesting was to determine how many volunteers would be required and how much time would be necessary for the completion of the census. The test indicated that in those families in which there are no handicapped the form could be completed in three minutes from the time of the initial bell ringing to the departure of the census taker. It would take the census taker 25 minutes to complete the survey in a household which included one handicapped person and a further 20 minutes for each additional handicapped person living there.

There were three phases to the actual survey: the door to door census, transfer of information to computer punch cards, and the processing/evaluation of resulting computer printout of data.

Preparations for the survey also included dividing a map of Jefferson County into census tracts, the drawing of individual area maps and the listing of street and home address numbers on each area map for use by the teams of survey takers.

The training of volunteers included instructions as to how questions should be phrased, how the questionnaire forms should be completed so that they would be properly read by key punch operators, advice on how to deal effectively with potentially problematic situations and a general orientation on the end use and importance of the survey as well as general census taking techniques.

The survey initiated in Birmingham proved to be overly ambitious. In their enthusiasm to show that such a census of the handicapped could be carried out and because of the desire of associated club members to include their suburban communities, the organizers extended the scope of the survey even before it was begun to all of Jefferson County. The

original plan to carry out a comprehensive survey in the city of Birmingham with its population of almost 400,000 was already a massive undertaking never before attempted by a volunteer movement. The addition of 33 surrounding towns that more than doubled the population base was a burden that quickly taxed the sponsoring committee's potential.

The stresses inherent in such a major undertaking brought on some personality conflicts. Differences of opinion developed. Some felt that the survey should be carried out by a massive turnout of volunteers canvassing all areas of the city and county simultaneously. Others wanted a smaller group of experienced volunteers to work one area at a time over a prolonged period. Responsibilities for various aspects of the survey overlapped.

Communications suffered both because of overlapping functions and inadequate funds. A premature, massive barrage of publicity, over a prolonged period by the entire media was largely dissipated through false starts. This tended to limit the extensive volunteer recruitment that would be necessary to carry out the project whatever the form it might take.

A decision was subsequently made to abbreviate the scope of the survey to that of 20-25% of the city of Birmingham. In addition, several outlying communities -- notably Leeds and Bessemer -- independently decided that they too would carry the census to completion. The time format for carrying out the census was also realistically extended. Mayor George Seibels of Birmingham has moreover decided to provide the Mayor's Committee on Employment of the Handicapped with municipal help.

But even though the Birmingham handicapped survey did not achieve the success that PVP and the sponsoring committee had hoped for, it did produce a number of favorable results. A useful questionnaire was developed together with comprehensive guidelines for computerization and analysis. Over 2,000 handicapped men and women were identified (out of approximately 25,000 households surveyed) and comprehensive data was obtained about their disabilities and rehabilitation potential. According to the director of information services for the Spain Rehabilitation Center, one of the largest in the country, "the results achieved will produce useful information for all handicapped-serving organizations within the areas involved in the survey."

The survey even in its abbreviated form has brought together the representatives of most Birmingham agencies serving the

handicapped. There is a greater than ever awareness of the need for more and better information about the handicapped as well as a determination to work together more closely.

The survey has served to increase awareness of the general public in Birmingham and in fact throughout Alabama to the needs of the handicapped population, the community's responsibilities to them and the potential of disabled men and women who were formerly unnoticed and neglected. The survey has also been the catalyst for the involvement of a large number of Birminghamians in the handicapped cause. These include important leaders of political, business, church, professional and social organizations who, if previously aware of the problems, had not been active in this area.

The sponsoring Malden Mayor's Committee also decided at the outset that its programs could be best implemented on the basis of a thorough study of the handicapped population and its problems. All of the initial efforts to get the Malden Committee to undertake smaller scale program activities while the survey was being organized were unavailing.

The implementation of the Malden survey was only partially a volunteer effort. The first attempt took the form of a questionnaire designed, printed, enveloped and mailed by volunteers at city expense to all of the households in the city. The returns were, regrettably, negligible. Local officials and the committee members later indicated they had feared this and attributed it to the fact that the questions were posed negatively. Others felt that it was due to pride and sensitivity on the part of families with handicapped members and a fear on the part of some of losing whatever benefits they might already be receiving.

The less-than-successful mailed questionnaire survey did identify some individuals with a variety of handicapping conditions and the Malden Committee proceeded to assist these to the extent this was possible. More important, it resulted in the recruitment of many volunteers.

But the Malden officials -- including the Mayor, Walter Kelliher, who had been enrolled meanwhile as a strong ally of the handicapped -- next decided to tie the identification of the handicapped population to the then upcoming city census. Two questions were added to the census questionnaire that would serve to identify handicapped people and pave the way for volunteers to then interview each (or their families) in

detail. Arrangements were made to have the detailed survey performed by students of the Tufts College School of Occupational Therapy. The use of these students would not only provide a higher level of expertise but would satisfy a state regulation on confidentiality that bars local residents from such an involvement. It would also serve as an educational experience for these students who were being trained for future work with disabled people in their communities.

Regrettably, the city census proved to be a fiasco. The 350 paid census takers, hired from among unemployed welfare recipients, reportedly fabricated the bulk of the questionnaires which they then submitted as complete. The questions relating to disability were similarly answered haphazardly by them. A check on the data submitted on 550 men and women who were reported to be "handicapped" proved grossly inaccurate.

Their personal involvement has convinced city officials of the need to become better informed about the problems confronting handicapped people as well as the potential contribution which such a sizeable element of the population can make to the community. This is especially true since Malden has a higher than average percentage of elderly -- and the elderly constitute per se a higher number of disabled.

Mayor Kelliher and members of the Malden Mayor's Committee on Employment of the Handicapped are still determined to make a thorough canvass of the local handicapped population.

Promoting Removal of Architectural Barriers

The first major effort geared to the removal of architectural barriers in Birmingham, Alabama, had to be one that would dramatically attract the attention of the public and of the political structure to existing hurdles confronting the handicapped people of that city. A "spectacular" would also serve to intrigue the media to give the program wide coverage.

The Mayor of the city would have to be included in such an affair to assure the participation of other high ranking city officials and, even more important, to assure that it would result in corrective action. The initial problem confronting the committee was that the most appropriate time for such an event -- a "Handicapped Walk", that would put business and civic leaders "into the shoes" of that element of the city's populace which was constrained by wheelchairs, crutches, etc. -- was only two weeks before the local elections. The Mayor and other elected

city officials while sympathetic to the idea of the proposed program expressed concern that their participation might be misinterpreted as an exploitation of the handicapped. Of equal concern to them was the possibility that their political adversaries might use their "role playing" to poke fun at them. It was suggested that inasmuch as the problems of the handicapped citizenry transcended political considerations, not only the incumbents but their political opponents should also be invited to take part.

The Handicapped Walk attracted, as expected, not only a large contingent of business, social and political leaders but a full turnout of all the city's media. The planned walk throughout the downtown area was shortened however when it became quickly evident that those in wheelchairs and on crutches could not get about even in the city's growing medical complex because of high curbs, impassible doors, etc.

The mass of publicity from this event attracted many volunteers to the then new project. It elicited commitments from local business people to examine accessibility to their establishments and set in motion a major municipal curb ramping throughout the city. According to the city's Chief Engineer who participated in that handicapped walk, the city of Birmingham has since installed 241 curb ramps and 167 are now in the process of construction -- a most remarkable achievement for only 30 months. The commitment by the Birmingham Municipal Administration to remove all such barriers throughout the city was a great encouragement to the volunteers who brought it about and spurred other committee activities.

A downtown street corner survey by college students subsequently disclosed that all of the pedestrians they asked were heartily in favor of the curb ramps and in fact 95% of them used them in preference to stepping off the curbs. The students' survey project was assigned by their professor and was part of the local committee's effort to arouse the interest of youth and encourage their participation in programs of this nature.

The success of the handicapped walk prompted the Birmingham Committee to check on all of the city's major buildings, parks, monuments, business establishments, churches, etc., to determine their accessibility and to prepare a guidebook for the use of people with physical disabilities.

Another major program of the Birmingham Committee directed toward the removal of architectural barriers was a seminar --

one of the largest of its kind ever conducted. The seminar brought together local architects, engineers, designers, lawyers, financiers, builders, business and industry representatives, civic and political leaders, medical and vocational rehabilitation specialists, as well as a large number of articulate, handicapped men and women. The day long seminar included a number of talks about legislative requirements that already prescribe architectural standards and explanations by the handicapped participants of the problems they face because of construction which is not barrier free. Specific solutions to these problems were explored in a series of workshops for seminar participants of related professions.

The seminar resulted in agreements on the part of architects, engineers and builders to do everything possible to work toward a barrier-free environment. A number of the participating business and professional people were so impressed by this exposure to "the restricted world of the handicapped" that they have become active spokesmen within their professions in the cause of barrier-free construction.

Perhaps the leading "convert" has been Mayor George G. Seibels, Jr. He has proclaimed himself "a watchdog committee of one" to oversee all new construction of buildings in the city which service the public in order to assure not only full accessibility but the incorporation of facilities necessary to the needs of the handicapped populace. He regularly inspects all new public buildings and in one case personally interceded with the president of a national chain when it came to his attention that the hotel being constructed by that corporation in Birmingham was not designed to be barrier free and did not include appropriate accommodations for handicapped guests. Because of his intercession the management immediately made the necessary design changes.

Mayor Seibels' involvement in the cause has gone beyond Birmingham. He has sponsored resolutions calling for the National League of Cities and the U. S. Conference of Mayors to endorse barrier-free environments in all of America's cities and towns. He speaks frequently throughout the country on behalf of the handicapped population and has been named the only elected city chief executive on the President's Committee on Employment of the Handicapped. A good example of his dedication is that Mayor Seibels personally wrote a pamphlet on the need for civic barrier removal, how it is being done in Birmingham and how it can be accomplished elsewhere. The pamphlet which he had printed in thousands of copies is being distributed by him throughout the country.

Because of its impact on the city and the role which this program has played in his own involvement with the handicapped, Mayor Seibels has decided to continue Project Volunteer Power as an organizational element in his administration.

A special project now being carried out by Birmingham Area Committee members is that of incorporating a model barrier-free home to be constructed by a local construction company and displayed at the next annual "Parade of Homes" in that city. The inclusion of such a model will go far to attract the attention of all builders to the need and the potential market for such homes.

Transportation problems are another major obstacle confronting handicapped men and women. There is a need to determine specifically the extent to which transportation inadequacies are the major barrier to a job. An example of this was the difficulty encountered by wheelchair confined workers hired to monitor heart patients at the Carraway Medical Center in Birmingham. One of the handicapped employees reportedly had no alternative but to resign because cab fare was costing him $10.50 daily. On a salary of $20.00 this was prohibitive. Other paraplegics working on this program said that they must spend $5.00 - $7.00 daily for taxi fare. The medical center with the cooperation of volunteers is now resolving this particular problem.

The real need, however, is for a transportation system that serves the needs of all citizens. The Birmingham Committee is now preparing a proposal to the city administration that will call for a special study and cooperative participation with the Department of Transportation looking toward the development of such a system.

A campaign against architectural barriers and restrictive design that limits the activity of people with physical disabilities was particularly effective in Malden. This was due not only to the support of Malden's Mayor Walter Kelliher but because of the large number of professionally trained paraplegics who were involved in the program.

While 350 year old Malden had but few curb ramps and its buildings were antiquated ... built in an era when attention was seldom paid to the needs of the handicapped population the city was on the verge of an all-encompassing urban renewal program. This provided the opportunity to incorporate the barrier-removal programs the PVP operation called for. The

project was fortunate in this respect since the architect largely responsible for the design of the urban renewal plan is a bright young paraplegic who made the most of the initiatives and support which the project provided.

Included in Malden's urban renewal is the new Civic Center including a City Hall and adjacent housing for the handicapped and the elderly. All will be barrier free. An important feature is the fact that the housing project abuts the main areas of downtown. This will enable handicapped men and women to better compete for jobs in the retail stores.

An anomaly of Malden's renewal is the fact that the subway station in the hub of the city is being made totally barrier free. While this will permit handicapped residents of that city to freely board the Massachusetts Area Transit System, they will be in effect "locked in" the subway cars until their return to Malden since the subway stations in Boston with which Malden is linked are not barrier free. The Malden Committee membership is actively fighting to remedy this situation.

The Chairman of the Malden Committee's Barrier-Removal program, a paraplegic architect, is an active member of the American Institute of Architects and a vocal spokesman within that body for improved standards of architecture that serve rather than hinder handicapped men and women. With the project's support he is preparing mock-ups of housing features -- kitchens, baths, entrances, etc., that conform to special physical requirements. These can be effectively used at builder conventions and meetings.

The frustrations of the handicapped populace toward architectural barriers is increasing and many of the younger paraplegics are becoming more vocal and radical in their demands. This was manifest by an attempt of the Massachusetts Paraplegic Association to enlist PVP in a plan to label all inaecessible buildings with stickers "This Building Is Inaccessible To The Handicapped ... But It Need Not Be." PVP declined to participate because it was felt that it is wiser to elicit the cooperation of businessmen and property owners by pointing out the advantages in having their buildings barrier free.

A non job-related by-product of the Malden Committee's anti-barrier program was the installation of ramps at the city's polling places during the last election. City election officials were nonplused to be told about the barriers which inhibited

handicapped voters from exercizing this most fundamental right of all citizens. A subsequent statewide campaign has led to regulations dictating that all polling places in the state must be barrier free.

Job Placement

The first efforts of the Birmingham Area Committee on behalf of Project Volunteer Power were specifically directed to job placements. This was due to the fact that the local coordinator had operated for many years a private employment agency. Her selection as Coordinator was in fact predicated to a great extent upon her experience in this field.

Through her connections contacts were made with a large number of local companies. With data obtained from publicity generated by PVP and from the unemployed, handicapped men and women who came to the office in search of help, the Coordinator set up what was in effect a private employment service -- even though fees were not charged. This resulted in the placement of more than 40 handicapped, the majority of whom were employed by a new grounds maintenance company servicing private homes and businesses. The jobs they undertook, grass cutting, hedge trimming, cleaning did not require special training or talent. But for most of the mentally retarded it was a first experience as wage earners and even though their wages were at the lowest allowable scale it represented a change in status from welfare recipient to tax payer.

Although this early success was encouraging, it was soon evident that the use of a volunteer operation as a placement office functioning independently of public and private employment agencies was not sound. Animosities developed which threatened to alienate the project from the very agencies with which the operation would have to cooperate.

Replacement of the local coordinator resulted in a change of emphasis. The subsequent thrust of the job placement efforts in Birmingham has been that of closer cooperation with the local U.S.E.S., Vocational Rehabilitation, private employment agencies as well as with local employers. The new coordinator, director of a Sheltered Workshop for the Blind and Mentally Retarded has brought to the program a close relationship with a large number of personnel officers, employment interviewers as well as business owners throughout the city. Through his contacts and those of others on the committee the emphasis has been that of spotting job openings and seeking out qualified handicapped individuals to fill them.

The two largest department stores in the city were among the first to hire the PVP sponsored handicapped. Thirty-three handicapped men and women were placed in jobs with these companies as credit investigators, credit expediters, secretaries, warehouse supervisors as well as in various clerical, stockroom and janitorial positions. The handicapped employed by these stores were both black and white and included men and women with severe physical disabilities. Their hourly earnings range from $2.80 to $3.40.

Another major placement source was a plastics company which hired 26 physically handicapped, mentally restored and mentally retarded as machine operators. The majority of these individuals had never worked before. Their starting salary ranged from $1.65 to $2.10 an hour.

Other handicapped were referred to and employed in number by a sand and cement company (6), by local banks (20), at a steel company (9), a Junior College (7), a pattern maker (11), mail order house (23), a company producing dental equipment (4), a paint manufacturer (4), and a hardware supply house (17). A florist set up one handicapped in the florist business. The local Civitan, Rotary, Kiwanis and Lions not only provided volunteers but committed themselves even more positively by hiring the handicapped in their own operations.

The Mayor of Birmingham in addition to his other PVP involvements arranged for the hiring of the first handicapped employees by the city. These included a secretary and a radio dispatcher for the police department.

A unique placement effected by one of those actively engaged in the project was the hiring of six wheelchair confined paraplegics by Birmingham's Carraway Medical Center. Dr. Benjamin Meyer, a departmental chief at Carraway has long been a friend of the handicapped and an active supporter of the Birmingham PVP operation. Thanks to his interest and his ability to spot where disability is not a serious job liability these formerly unemployed paraplegics now enjoy well paying, tenured employment.

The function of these severely handicapped workers is that of monitoring a bank of television screens showing the condition (pulse, respiration, heartbeat, etc.) of patients under intensive care in the hospital's cardiac unit. Uninterrupted, undiverted attention is a critical factor in these job assignments since lives are at stake. The paraplegics hired for the job have proven totally dependable and, because of their own problems

have displayed special concern for those with whose lives they have been entrusted. The only physical movement required of them is that of alerting specialists on a "hot line" at their elbow the moment a change occurs in the vital life signs of the cardiac patients.

The hospital subsequently added two more teams of six each to this project. If this pilot effort continues to be as successful as it now appears, the hospital has plans to hire at least 32 more handicapped in related functions. The experience of the Carraway Medical Center, moreover, can lead to adaptation of handicapped to similar work in hospitals throughout the country.

The handicapped persons who were thus helped by Birmingham's PVP were brought into the program from several sources. A number were from among those identified in the survey. The majority had come to the PVP office because of the publicity which the program had generated. The fact that PVP/Birmingham had its own office facility where both potential clients (including the handicapped, employers and agency representatives) and volunteers met was an important asset. Some were also directed to the project by the Division of Vocational Rehabilitation, affiliated rehabilitation facilities (the host workshop in particular) and the Employment Service.

An important function of the Birmingham volunteers was that of helping handicapped men and women in search of a job to prepare resumes of their training and experience. They inspired confidence and gave advice and guidance on how to best sell their talents. They provided transportation to job interviews and in some cases over a period of time until the handicapped could cope on their own. Their supplementary role was that of friend and counsellor.

The very nature of a volunteer operation militates against a precise head-count of individuals who are placed in jobs because of the multi-faceted involvement of the participating volunteers. They not only perform specific tasks related to job placement that are assigned to them but because of their own fervor spread a contagious enthusiasm throughout the community. Volunteers frequently reported that companies had hired a handicapped employee because of the interest which was generated by the program. Reports of subsequent hirings of handicapped by these companies is proof too that the process has a multiplier effect.

A most important, related accomplishment of the Birmingham PVP program is the current, major expansion of the Workshop for the Blind and the Disabled in that city. The Workshop, whose director served as the PVP coordinator, provides not only a sheltered environment for handicapped men and women in their first exposure into the world of work but is a stepping stone for many of them to competitive employment. In the past year 83 clients of that institution were job placed after training and their first year earnings are estimated at $279,000 with $34,000 of this payable in federal income taxes.

The PVP volunteers became an integral part of the Workshop program. The Workshop director provided Project Volunteer Power a base of operations by making available an adjoining six room cottage for its exclusive use as office and meeting space. He also donated office equipment and supplies as well as printing services and guidance. The PVP volunteers reciprocated in turn not only by assisting in the rehabilitation of Workshop clients but in attracting widespread attention to the Workshop's programs and in generating contract opportunities.

The Workshop which now has a capacity of 130 is being expanded to handle 450 clients and will include for the first time a domiciliary facility that will enable it to accommodate some handicapped from other areas of the state. The Workshop director states that this would not have been possible but for the climate of concern and interest PVP created in Birmingham.

Another aspect of the Birmingham Workshop expansion is the establishment of satellite facilities in two neighboring towns, Leeds and Bessemer. Neither of these cities have had such institutions before but their leaders decided because of their involvement with PVP that employment of handicapped people not only benefits the client but the general economic health and growth potential of the community.

The financing of the Leeds Workshop building will come from federal revenue sharing funds alloted to the community. Ongoing PVP programs will continue to provide volunteer support for these operations.

The job promotional activities of the Malden Committee were enhanced by a close relationship with the local office of the Massachusetts Division of Employment Security as well as the fact that the three successive Chairmen of the local committee were important local business leaders. The first, a lawyer, was

concurrently Committee Chairman and President of the Chamber of Commerce, the second, a leading businesswoman was also Chamber President and the third, also a woman, is the personnel director of Berkshire Mills, the second largest employer in the city.

The major base of the Malden operation was the offices of the Malden Chamber of Commerce. Although not barrier free it provided a convenient center-of-town location and a constant source of contact with the local business community.

Another office provided without cost was in a new home for the elderly in the outlying area of town. This barrier free facility with ample, easily accessible parking afforded easy contact with those handicapped who found it more difficult to get into town.

Collaboration between the Massachusetts Division of Employment Security and the Malden PVP operation included the use of volunteers working directly with employees of that office. They were designated Employee Development Aides and their functions and responsibilities were clearly spelled out in a formal job description. Their work included the review of work applications of handicapped clients, making appointments for their interview, screening and evaluation, calling upon local employers who had reported the availability of jobs which the handicapped could perform and taking note of any features about these job openings which might limit their being filled by handicapped clients.

Further duties of these Employee Development Aides was that of helping job-placed handicapped with transportation and investigating whatever other supportive services they might require. The PVP volunteers scheduled one month, three month and six month follow-ups to assure successful placement.

The Massachusetts Division of Employment Security developed for this purpose a training program for volunteers which included orientation about operations of the employment service; introduction to the local staff, indoctrination in the Occupation Classification System, counselling, testing and familiarization with the Job Banks program. In order to assure a harmonious relationship between the PVP volunteers and the employment service personnel as well as to provide better service to the handicapped clients, the M.D.E.S. designated a "Specialist for Services to the Handicapped." The work of this individual was exclusively devoted to handicapped job applicants and employers interested in hiring them.

A useful device to call employer attention to available handicapped job applicants was a monthly newsletter compiled by the local PVP coordinator and mailed by the M.D.E.S. to all local businesses. This not only provided basic information about the handicapped clients but a short explanation of the PVP volunteer effort. The local Chamber of Commerce was also induced to include a similar profile of job-ready handicapped in its monthly newsletter.

Because of the involvement of the local committee chairman, the Berkshire Mills factory in that city of which she is personnel director is already a major employer of handicapped men and women. The company has long wanted to expand the number of its handicapped employees but has been faced with a problem. While it could use as many as 25 additional stitchers -- jobs for which there are an inadequate number of trained workers available locally and which could be performed by persons with certain physical disabilities -- the requisite training is long and expensive and, as such, a substantial risk to an employer.

There are possibilities for Manpower Administration financial support for specialized training of the handicapped. But this potential had been blocked in this case because of regulations fought for and won by unions at a time when stitching jobs were relatively scarce in New England and an excess number of stitchers were available. And even though the situation is now reversed the hands of the Berkshire Mills officials were tied.

Through PVP intercession, the Department of Labor restudied the situation leading to a decision that financial assistance could be provided for such training of the handicapped. Efforts are now being made in Malden to assemble 25 handicapped men and women who are otherwise capable of learning the trade and performing the job which pays $4.50 an hour. The necessity of getting together this many trainees is to assure that the plant expansion this would require is justified. The addition of such a substantial number of stitchers would call for a corresponding increase of other, supportive employees including material cutters, etc. Some of these could also be filled by handicapped job applicants.

If successful, this pilot effort will be replicated at other Berkshire Mills facilities around the country. Berkshire is a subsidiary of GENESCO, a major national corporation whose other corporate divisions have shown interest in the Berkshire plant's successful engagement of handicapped employees.

The selection of Malden as a test site for the project and the start of PVP operations in that city was quickly followed by the establishment of a sheltered workshop. The workshop was organized by the chairman of the local Mayor's Committee sponsoring PVP and other business and civic leaders all of whom are active in Project Volunteer Power. This is the first such workshop in this area of Massachusetts and serves the handicapped communities of three neighboring cities, Malden, Medford and Melrose. This workshop, which is already being expanded and adding a domiciliary facility, now provides work for 50-60 severely handicapped several of whom periodically graduate to work in the private sector.

The Malden PVP coordinator was in the forefront of a movement that led to the legislation of a state law in 1972 prohibiting discrimination in employment against rehabilitated handicapped persons. The Massachusetts law provides for fines of those who are in violation and one of the functions of the continued PVP operation will be that of monitoring compliance with that law.

The Minneapolis project activities directly related to job placement were on a smaller scale and involved a lesser number of volunteers.than had been involved in the other two PVP pilot cities. They included however both programs that were affiliated with D.V.R. and the Employment Service as well as job promotional operations directly aimed at private employers. The latter included for example the remarkable success of one of the committee members through whose efforts over 100 handicapped were employed in kitchen or custodial work. Another was the hiring of 22 deaf and cerebral palsied by two banks with which the committee chairman was affiliated. Their work performance in the banks' secretarial pool and computer operation has been so outstanding that both institutions have asked the local employment service office and other organizations dealing with handicapped persons to refer additional deaf and cerebral palsied young women.

With so many regulations to contend with, and report upon, the American employer is today a most harried individual. Large corporations fare better in this respect since they have large staffs and specialists. But the small and medium size employer is faced with what often appear to be insurmountable government red tape requirements. The handicapped, among other, are victims of this since the profusion of regulations tends to foster inventive circumvention. This will probably be one of the problems confronting the administration of the Rehabilitation Act of 1973.

The importance of Seminars and Informational Workshops for employers cannot therefore be overestimated. Such seminars provide employers with a better appreciation of the problems, needs and potential of handicapped people. They serve to allay fears, promote understanding and bring employer and potential employee together.

Project Volunteer Power held such a day-long seminar in Minneapolis -- the first to be held in that city. Over 125 major employers representing 46 of the city's largest corporations were brought together with representatives of seven governmental agencies and facilities servicing the handicapped and administering the new 1973 Human Rights Act of Minnesota. This Act, the first such state law in the nation, makes it unlawful to discriminate in any way against the physically and mentally disabled in employment, education, housing, and public assistance. Also participating were a large number of articulate handicapped men and women who told of the many problems they encountered in their own job seeking efforts.

The discussions brought problems and opportunities into focus and proper perspective. The emphasis was upon mutual understanding between handicapped client and the employers as well as agency personnel upon whom they are dependent. Only through such understanding is cooperation and collaboration possible.

The participants agreed, among other, that:

(a) all persons have an innate ability irrespective of physical or mental incapacitation. The important factor is recognition of capabilities and their effective utilization.

(b) there is need from a regulatory standpoint for a uniform definition of disability.

(c) there is the further need of pinpointing what people with various disabling conditions can do.

(d) one of the greatest barriers to the handicapped are the "cast in concrete bureaucratic hang-ups" of the professional personnel into whose hands they have been entrusted.

(e) the general public, including employers, lacks information or is misinformed about the handicapped.

"Many employers operate at face value and cannot make themselves accept a person with visible disabilities or the trappings of disability such as braces, wheelchairs, white canes, etc."

(f) one of the most important needs is that of developing a new, positive image for the "handicapped." The labels "handicapped" and "disabled" are by definition and by use negative and restrictive.

Growing out of this seminar is an ongoing project being conducted by the Minneapolis Area Committee of developing a packaged program adaptable to any sized business or industry. It will include: (1) mini-workshops, educational materials, film strips, talks by consumers and agency representatives; (2) a casebook indicating the needs and the type of work which can be performed by individuals with various disabilities; (3) programs designed for personnel officers to use in orienting all company employees about the abilities of the handicapped. Its purpose will be to substitute understanding and sensitivity for sympathy; and (4) presentations at personnel association gatherings, corporate staff meetings, union assemblies, etc.

Among the first to be involved in the Minneapolis program were representatives of the Associated Industries of Minneapolis, an affiliation of the largest employers in the city. The first meetings also included representation by the Twin City Personnel Officers Association. Both are most important and the potential they have for promoting employment opportunities for the handicapped men and women in the Twin City area is great.

Although individual members of these associations remained active in the program for the duration of its existence the associations as such did not provide the leadership which had been expected of them. Whether the rivalry which exists between neighboring Minneapolis and St. Paul contributed to this is unclear. There is no question however but that both organizations were well represented at the job seminar and, hopefully, this added exposure will serve to stimulate their future participation in the programs of the Minneapolis Committee.

It has been our experience that there is in every city at least one very special person (some cities are perhaps fortunate in having more than one) who is not only totally dedicated to serving the handicapped but who has both the requisite talents to do so competently and the position from which he or she can

perform effective service. Such a human catalyst was "discovered" in Minneapolis in the person of the Chief Steward for the large I.D.S. (Investors Diversified Services) complex of hotels, restaurants, office buildings and shops. Through his efforts the majority of the kitchen and custodial employees to be hired to staff a new hotel and several new restaurants were recruited from the ranks of the severely handicapped. These included the mentally retarded and mentally restored, epileptics, cerebral palsied, blind and deaf. Their outstanding performance on the job so impressed the I.D.S. management that it is now ready to accept handicapped job candidates for many other jobs being opened up as that complex grows. Other related business establishments in Minneapolis are also taking note of the performance of these handicapped workers and in the field of kitchen/custodial work the local employment service is hard pressed to keep up with demands for qualified, job-ready handicapped applicants.

One of the reasons for this successful multiple-placement has been the extra attention and personal concern shown to these handicapped employees. Successful assimilation of handicapped workers depends upon more than simple ability to do a job. Home adjustments, transportation, ability to provide for simple personal needs and sympathetic understanding are all necessary to successful job placement. While employers may not be able to provide such a total "service packet" volunteers can and the I.D.S. Chief Steward, a leading member of the Minneapolis PVP program, is a good example.

The 22 deaf and cerebral palsied young women who were hired because of the initiatives of the local PVP committee by two Minneapolis banks to work in their typing and computer pools are another example of ideal job matching. These deaf workers are not distracted by the noises around them and their employers who had not hired such handicapped workers before are now committed to handicapped job hiring. Other similar institutions in Minneapolis are showing a keen interest in their experience and will likely follow their example.

A by-product of these placements is the course of instruction in sign-language being offered by the banks to their hearing employees in order to provide communicational compatibility. This is also serving to promote a better public understanding and empathy for the handicapped.

Development of Job Seeking Skills

The suggestion for this project activity came from the Minneapolis Rehabilitation Center. The director of this Center had conceived the effort as a means of building the confidence of his handicapped clients by stressing their abilities while deemphasizing their disabilities. The program called for the use of audio-video tape recorders to monitor mock interviews involving handicapped clients and agency personnel. Through instant replay of these tapes the clients could see for themselves how they reacted to questions. They would also see how they were projecting their "disabilities." The interviewers could spot faults not apparent to the handicapped themselves. Working together, teams of handicapped clients and counselors could then devise ways of overcoming weaknesses and emphasizing strengths.

The program also provided guidance in the preparation of resumes, employment application forms as well as advice on personal grooming for interviews.

The project has features which have a special appeal to professional women volunteers. It required volunteers who were not only committed to helping the handicapped but who possessed experience in dealing with representatives of the business world, who have good judgement, are able to communicate effectively, who are themselves well groomed and self-assured.

The first group of five volunteers -- professional women who are members of The Soroptimist Federation -- were trained at the Minneapolis Rehabilitation Center. A second team of five volunteers was trained several months later. Their training included instruction in the use of audio-visual recording machines.

Regrettably only limited use was made of this potential. One problem was that of difficulty in scheduling the volunteers as well as their handicapped clientele.

The coordinator of the Minneapolis project has reported that the Minneapolis Society for the Blind has recently curtailed its job placement service due to shortages of State and Federal funds. In order to continue servicing its clients the Society has suggested that the local PVP operation help in this way.

There is no question but that this is one of the more exciting projects for helping handicapped men and women in their search for jobs. It should be continued in Minneapolis and introduced elsewhere.

Job Retention

Promoting job opportunities and placement of handicapped clients in jobs is not the final task. Problems of job adjustments exist as they do for the able bodied. These problems are magnified manifold where the handicapped are involved. This is especially true in the case of those in big cities who live alone or do not have family or close friends to assist them. Volunteers and volunteer groups can provide an excellent supplemental service in helping the handicapped over the threshold to full rehabilitation after they have been job placed. Their follow-up efforts can be the crucial element in assuring that the handicapped are successful in the competitive world of work.

One of the activities undertaken and successfully carried out by the Minneapolis PVP program was that of providing such a follow up.

Three teams of volunteers consisting of professional women -- members of the local Soroptimist Federation -- were recruited, trained and put this program into operation. They worked closely with the Minnesota Department of Manpower Services and filled out questionnaires on the status of the job-placed handicapped which were acknowledged to be of great use to M.D.M.S. in assessing its job-placement efforts.

It is curious, however, that even though the Minnesota Department of Manpower Services found this assistance of volunteers initially so useful that plans were even talked of about enlarging the scope of the program and extending it to its various field offices, the anticipated expansion did not take place. Adequate numbers of volunteers were reportedly available but the M.D.M.S. failed to provide data on job-placed handicapped after the first batch of 100 plus was completed.

One of the requirements of maintaining a volunteer program operating in close cooperation with a governmental agency and in sustaining the interest, enthusiasm and competence of individual volunteer participants is the assignment of an employee of that agency to work closely with them. This agency representative must not only be knowledgeable and sympathetic to the collaboration of the volunteers but must be made responsible for keeping

the operation moving. Passive compliance and occasional interest can quickly kill the enthusiasms and initiatives of unpaid volunteers.

Homebound Handicapped

One of the most compelling needs is that of helping those handicapped men and women who are totally confined because of their disabilities to their homes -- and in some cases limited even further, to bed. Although some of these individuals are so disabled that productive employment of any sort is impossible, there is no question but that a large number want and have the capability to perform some form of constructive, remunerative work.

The problems inherent in deciding what such homebound-handicapped men and women can do are obviously many and complex. A determination of their actual potential for physical or even mental work obviously can only be made by medical doctors and competent rehabilitation specialists. Once these parameters have been established however, volunteers can be, and usually are, a vital element in their rehabilitation.

For those home-bound handicapped who are endowed with special talents or who acquired these skills prior to their incapacitation the solution is simpler. Artists, sculptors, writers can lead not only productive but highly rewarding lives with the occasional help of volunteers who can provide the mobility to bring in the necessary raw materials and deliver their output to the marketplace.

Promoting the productive capacity for those homebound-handicapped who do not have professional skills within the scope of their physical capabilities is another matter.

The Birmingham Committee made several attempts to provide solutions for the homebound-handicapped men and women in its area. The experience gained was, unfortunately, more valuable than the actual benefits these efforts provided to the handicapped involved in this program. All of the projects initiated by The Birmingham Homebound-Handicapped Committee involved either simple assembly or sub-assembly operations. In addition to training of the homebound workers, these projects required delivery of raw materials and collection of the finished product on a regular basis. They required as well, inspection for quality control, storage, inventory, onward shipment, record keeping, and accounting. Regrettably, even the best intentioned

and highly dedicated efforts of entire church congregations could not hope to maintain the standards that were required -- especially so, since the products were bulky, quality inspection could not be made on site, and delivery time requirements of the manufacturer were critical.

The Birmingham projects serving the homebound-handicapped included a subcontract for sewing two million bean bags used by the contractor in his production of a variety of toys. The job was a simple one involving no more than stitching together the four sides of a cloth bag containing a prescribed weight of ordinary beans.

Of the six home-confined handicapped women who were employed in this project only one had been a wage earner. The project required, however, the involvement of 16 volunteers to provide the necessary supportive services. While each of these volunteers did not dedicate anything approximating full time to this activity, their combined involvement was substantial.

The potential of this subcontract operation from the standpoint of potential use of handicapped time and energy was huge. The manufacturer indicated that his requirement for such bean bags could be as high as six million annually -- enough to provide full-time employment for upwards of 60 homebound-handicapped women. But the supportive services this would require would have meant an almost full-time involvement of several hundred volunteers.

That such a volunteer operation can be sustained is conjectural. The fact is that even in Birmingham where the interest, enthusiasm and public consciousness among church women is very high, it became apparent that this was too demanding an undertaking.

Another, similar mass-production operation that the Birmingham Homebound Committee undertook was that of an even simpler assembly operation. This involved glueing together the components of a plastic, sliding wallet card that listed the playing schedule of major football teams. The subcontract called for the completion of four million such schedules over a 3-1/2 month period.

Twenty homebound-handicapped became wage earners under this project. Here too, however, the logistics and supportive efforts required proved to be excessive for a volunteer operation.

There were other, similar operations explored by the Birmingham Committee. One called for the production of 6,000 identification cards for a polyoptics corporation. Another involved handicapped women confined to their homes producing a variety of more individualized craft items to be marketed by volunteers at Christmas time.

The organization of these projects led to the creation of a "homebound-handicapped talent bank." Over 100 handicapped women were interviewed in detail concerning their talents, residual physical capabilities and the amount of time their condition might allow them to work daily. A corresponding "volunteer bank" was also compiled by the Birmingham Committee including a group of elderly who were being assisted by a governmentally supported program, Positive Maturity, under which they could be paid for up to four hours of community work daily at a salary of $2.00 per hour and ten cents per travel mile.

The problems inherent in all of these exploratory programs are obvious.

More research and inventive genius must be applied to bring this type of home work "into the twentieth century." The adaptation of automatic data processing for productive use by severely handicapped persons including those who cannot move even beyond the confines of their bed should not only be possible but profitable for both the handicapped and industry. Other efforts that do not involve bulk materials, tight production schedules, mass deliveries or specialized talents are, doubtless, also possible.

One good example of this was the successful effort of the Malden Committee in helping a severely handicapped woman establish a telephone answering service out of her home. Productive employment provides the homebound-handicapped with the spirit to live. It often releases other members of the family for other productive labors and frees society from what may be unnecessary welfare burdens.

Reinstating Rehab Dropouts

The Minnesota Division of Vocational Rehabilitation which proposed this project activity provided training for two groups of PVP volunteers. All of these were women and all had a professional background. The D.V.R. also prepared questionnaires for use by the volunteers in their contact with handicapped clients who had dropped out of the rehabilitation processing system. The questionnaires called for the volunteers to

determine why the handicapped had failed to keep their appointments, whether they were still interested in rehabilitation assistance and whether there were any substantive reasons which might make this impossible. The use of such a questionnaire prepared by D.V.R. officials themselves assured that there would be close control over information being sought. It was also decided that the volunteers would identify themselves as such but that they would state they were calling on behalf of D.V.R. so that there might be no misinterpretation of their role.

The volunteers were asked to encourage the dropouts to tell them of problems they may have experienced in the rehabilitation process or, for that matter, with any of the agency personnel who worked with them.

The work of the PVP volunteers was done exclusively by telephone because of a concern on the part of D.V.R. officials that there could be some problem in making home visits. This feeling was largely predicated on the fact that the interviews could best be carried out in the evenings when the drop-out clients were most likely to be at home. One of the features of the project which attracted D.V.R. was the fact that volunteers could thus extend the services of the D.V.R. operation to the evening hours.

After the training of the first group of volunteers the agency provided a list of more than 100 client dropouts. These were quickly completed and, according to D.V.R. officials, the services they performed were most useful. They disclosed that many of the clients had moved and had therefore not received letters informing them of appointments. Some had decided they were no longer interested either in working or in preparing themselves for better jobs. Some had experienced problems and frustrations with the rehabilitation program in which they were enrolled.

D.V.R. officials expressed satisfaction with the way the project was being implemented and with the information it made available to them. They were so pleased in fact that they expressed an interest in having similar volunteer teams working at all of the D.V.R. offices throughout the city.

Despite these praises there was a failure to provide the project volunteers with additional lists of drop-out clients. In explanation it was stated that this was only because the

small D.V.R. staff could not devote the time to search out the delinquents and to prepare the necessary lists. It was also admitted candidly, however, that filing was sadly outdated. Needless to say the volunteers were disheartened and discouraged by this.

Public Education

Educating the public to the problems, frustrations, job needs and related requirements of the handicapped as well as convincing employers that handicapped men and women are an important component of the labor market was an essential element in all of the project activities already reported. Public education was, and is, necessary to recruit volunteers, to create a climate in which such activities can be carried out with reasonable hope of success and to attract the participation of employers, government officials and leaders from all sections of the community. Public education was thus the ultimate goal toward which every project activity was directed.

The "Handicapped Walk" and the Architectural Barrier Seminar in Birmingham, as well as the Jobs Seminar in Minneapolis were among the major efforts already reported through which the project sought -- and succeeded -- in enlisting important constituencies to the handicapped cause. There were others.

In Birmingham the initial enlistment of 280 community leaders, who subsequently formed the local committee, provided the necessary contact with the bulk of the population active in the organizational life of the community. Through them the project established from the outset a voice which could be transmitted to a club, association, church and business membership of more than 100,000.

The Birmingham Area Committee officers actively sought out invitations and spoke to meetings of civic and fraternal clubs, business associations, church and school assemblies, etc. They distributed brochures, posted information and recruited volunteers.

Local radio and television stations were enlisted in the cause. They provided generous coverage to the project activities and reported on an ongoing basis handicapped-related stories in general. Committee members participated in a cumulative total of several hundred hours of radio and television "talk shows" discussing the potential of handicapped men and women and what the PVP program was working to accomplish.

Newspaper clippings on file provide good evidence of the exceptional coverage provided by the Birmingham press. Included in this was excellent publicity for the project's activities as well as interviews with committee members on all aspects of the problems besetting the handicapped population and what the community might do on their behalf.

The Birmingham religious organizations were an especially useful instrument for invoking the conscience of the community. Birmingham has more churches per capita of population than any major city in the country. The clergy reacted favorably to the challenge. Over 900 of them were involved in National Employ the Handicapped Week in October 1973. A large number not only used the pulpit to announce committee programs but volunteered their own services in specific projects. In some cases the program benefited from turnouts by entire congregations as in the case of the handicapped survey.

Educational institutions were widely involved. A large number of grammar school and high school students helped with the mundane and detailed chores that are part of all operations. School teachers were enlisted and in turn encouraged their pupils to participate in the essay contests, poster design contests, sewing contests, etc. which are an important part of the PCEH promotional campaigns. Boy Scout and Girl Scout troop members circulated PCEH posters and brochures to all business establishments in the city.

College professors participated in a variety of ways. These included the assignment of special research projects on handicapped related topics for students of architecture, vocational rehabilitation, and social sciences. They encouraged others to participate in special programs such as the architectural barrier seminar and the survey of curb ramp users in the heart of Birmingham.

The Birmingham business community was generous and provided the program with opportunities for mass contact with the public. Several large businesses including the South Central Bell Telephone Company and local banks donated the use of attractive lobby and show window space for PVP exhibits and poster displays. The local bus company also donated display space on its buses for posters. An even larger number of businesses mounted large promotional slogans on their billboards and marquees.

Several large businesses and associations not only devoted advertising space in their newsletters but encouraged their

editors to feature stories about the handicapped and the PVP programs. This was especially true of South Central Bell whose association of veteran Telephone Company Pioneers (those with 25 or more years of service with the company) adopted the project and participated as a group in various activities.

The local libraries responded favorably with displays of books on handicapped related subjects and distributed to all book borrowers the PCEH Women's Committee bookmarks which call attention to architectural barriers.

Veterans organizations and military reserve units were involved. Among other, they enthusiastically responded to an invitation to stage a parade calling the public's attention to the handicapped and their needs. They were also in the forefront of the effort to win recognition (and consideration for) the handicapped driver through the issuance of special license tags.

The local radio broadcasters contributed not only radio time but ingenuity in organizing a benefit basketball game to assist the "Alley Cats", an orchestra of mentally retarded, by bringing into Birmingham a bevy of attractive Playboy Club Bunnies from Atlanta. The game which pitted the "bunnies" against a team of radio personalities netted not only some of the funds necessary to enable the Alley Cats to perform at the 1974 Annual Meeting of The President's Committee, but considerable good will.

Three consecutive annual awards banquets served to provide appropriate recognition for 22 handicapped and non-handicapped men and women who had distinguished themselves in service to this cause. Through the hundreds who participated in these events and the mass publicity coverage they elicited, the Birmingham public was made aware of the contributions these individuals and thousands of others like them had made.

An awards presentation ceremony in the Alabama Governor's Mansion (hosted by Governor Wallace and sponsored by PVP) received not only state and local but national publicity.

The members of the Malden Mayor's Committee and PVP supporters also carried the message of handicapped needs, problems and potential solutions to fraternal clubs, business meetings, school and church assemblies. They too made frequent radio and television appearances, gave press interviews and wrote stories

for the local press on handicapped-related subjects. The editor of the city's leading newspaper convinced of the need for balanced reporting proscribed a policy for his newspaper to accord better coverage to stories about the "Horatio Alger" successes of handicapped individuals. The newspaper additionally contributed free advertising space soliciting volunteers to work in the program.

Malden businesses cooperated both collectively through the involvement of the local Chamber of Commerce and individually by mounting store window exhibits, displaying PCEH posters, contributing office space and furniture and in donating PVP promotional buttons, balloons, posters, plastic rain caps, etc.

Malden women's organizations provided the manpower and enthusiasm for a "PVP Mothers' March." The membership of an entire Amvets Post came out in force in its distinctive clown costume to highlight the PVP organized local observance of National Employ the Handicapped Week. Through their presence even greater attention was called to the curb smashing ceremony inaugurating the city's new curb-ramping program.

Large groups of high school students donated many of their afternoons to work on the Handicapped Survey and Boy Scout Troops circulated posters to all of the business establishments in the city.

The distinctive "PVP" logo designed by the Malden coordinator was an effective instrument in attracting supporters for the program in all of the pilot cities. Similarly, the attractive brochure he prepared for the city's survey of buildings to determine accessibility can be used in other communities.

The Minneapolis project which did not concentrate special attention upon publicity provided nonetheless the material for two significant television programs. Both were one-half hour features produced by a Minneapolis television station with statewide coverage and were shown repeatedly at prime viewing time.

The local coordinator made many appearances especially before business and professional men's and women's organizations as well as on radio and television explaining the program and its objective and encouraging volunteer involvement.

IV - LESSONS LEARNED

There is a great deal of interest in handicapped people throughout the land and a readiness on the part of many to invest time, energy, talent and money to serve their needs. There are many organizations active in this field. Most are, however, involved on behalf of individual categories of disabled and their good works are related only peripherally to promoting the employment of their handicapped constituents. A large percentage of the unpaid workers in these organizations are drawn from families and friends of such handicapped.

The promotion of job opportunities and an environment which will enable handicapped men and women to be independent, self-supporting members of society should have a broader appeal than contributions of a purely charitable nature. This is however not always so.

When most people think of the handicapped the thought sets off a sympathy reaction. They want to shield, protect, comfort and nourish the afflicted. The concept of promoting jobs and putting the handicapped to work is subconsciously at odds with this natural inclination. The re-education of the public to an appreciation of the potential of the handicapped populace, and their desire to be self supporting and independent is thus very important. Communities and community groups must, however, be convincingly "sold" on this concept and effectively organized to bring it about.

Project Volunteer Power was proposed and implemented in the belief that there are countless clubs, associations, churches, schools, etc. through which a more than adequate number of volunteers can be recruited to labor toward this most important objective. The successes achieved in the three pilot cities confirmed this belief. The enthusiasm encountered in Birmingham, Minneapolis and Malden undoubtedly exists in all cities and similar programs can be carried out elsewhere given proper encouragement, an infusion of ideas and adequate support.

State Committee Support

The effectiveness of a local committee is often, and to a great extent, determined by the effectiveness and collaboration of the state committee for the employment of the handicapped. There must be a constant flow of information and programming suggestions as well as encouragement from above in order to sustain local interest and initiatives.

It is axiomatic therefore that the state committees must be effectively organized and staffed; that they must be accorded necessary recognition and that they must have the funding required to provide guidance and backing for a network of local committees. The President's Committee can, and must, be the source of much of this support. But state government and institutions, including Employment and Vocational Rehabilitation Services, must also be involved to a greater extent and looked to for greater help.

Programming ideas can be generated locally as well as from state and national level and the exchange of such ideas is vital. To promote such communication and a competitive spirit between communities, local committee leaders should be invited to membership and active participation on the state committee. The state committee should also include representatives delegated by the major men's and women's service clubs.

As the number of local committees increases it will be essential for the PCEH to have a qualified and well trained leader in each region of the country to work closely with both the state committees and their local affiliates. The PCEH representative will have to be experienced in skillfully motivating and directing volunteers including men, women, the elderly and youth from all elements of the population and economic strata. Reliance upon occasional visits by Washington based staff members is not an adequate substitute for such focused support.

Local Organization Structure

The organizational structure of a local committee should be predicated on local needs and potential. There is little point in having a large committee where much has already been accomplished, where there already exist a sufficient number of associations effectively working out problems or where, conversely, the size of the community cannot support still another major volunteer program.

There is a tendency in all volunteer efforts and on the part of concerned individual volunteers to allow enthusiasm to cloud practicalities and to attempt everything immediately. It is a disservice to local communities to suggest overly ambitious organizations and programs which exceed requirements and potential.

It is wiser for local leadership to concentrate initial efforts and to start out with as abbreviated an organizational structure as possible. Where the principal goal is that of promoting job opportunities and improving the potential of job applicants to fill them this would mean only three basic subcommittees. One would concern itself with changing public attitudes about the capabilities of the disabled. A second would concentrate on the removal of physical barriers (including architecture, transportation and housing) that inhibit the possibility of handicapped people coping for themselves. A third would focus on jobs including spotting of available openings and on helping handicapped men and women to compete effectively for them.

Specific program activities should be carried out by task forces. The function of a task force should be carefully planned. Goals should be clearly defined prior to the recruitment of volunteers. Volunteers recruited to implement these tasks would thus know exactly what was expected of them both in terms of time and energy. They could also be specially trained as necessary for their duties.

The local Employ the Handicapped Committee should establish links at an early date with all of the agencies in the community that are directly or indirectly engaged with the handicapped and employment. It should also be actively represented on the local association of community agencies whose prime function is that of maintaining communications and resolving interagency conflicts. Depending on local needs and its potential the committee might seek membership or representation on the municipal health and welfare council as well as umbrella money raising organizations such as United Givers Fund.

Defining the Constituency

One of the most vital needs in the development of any expansion of organizations working with the President's Committee and affiliated Governor's Committees is that of clearly defining the constituency and the parameters of the operation. The term "handicapped" is currently defined and interpreted in as many ways as the number of organizations operating on their behalf. The definitions have been re-defined again and again in the past year with the passage of the Vocational Rehabilitation Act of 1973.

There is nothing wrong with differing interpretations of the term on the part of different organizations whose basic functions require a limited interpretation that conforms to their organizational mandates. The municipal committees which the President's and Governor's Committees depend upon to carry out their programs on the local level and those which they hope to establish where these do not now exist must, however, share a common definition.

Irrespective of definition there is considerable uncertainty as to the number of handicapped men, women and children in the population -- even more so, the number, identity, needs and problems of those potentially capable of rehabilitation. Estimates vary widely and pronouncements which range from 10 million to 45 million can only serve to discredit the cause and honest efforts on their behalf. While the test sampling in the 1970 census (which the PCEH succeeded in promoting) has provided a seemingly reasonable basis for deducting that there are 12-plus million handicapped of working age, even this is inadequate. It is especially inadequate as a basis for local use because the number of handicapped people varies significantly from community to community.

An unprecedented number of opportunities have been opened up in recent years through government supported programs for improved transportation, housing, education, etc. that could better the employment potential of handicapped men and women. Regrettably, many if not most of the agencies responsible for implementing these programs also operate in an informational vacuum with respect to the handicapped. This limits their effectiveness and the potential they have to help the greatest number of handicapped persons.

Whether volunteers can carry out such an identification survey of the handicapped population is at this stage conjectural. Experience has shown that it is a vast, complicated, time-consuming project. Even though it might eventually succeed in cities like Birmingham and Malden there is at this time little point in recommending similar undertakings in other communities. The practical alternative would be incorporation of detailed questions about disability in the next federal census.

Leadership

The leadership of a volunteer program is perhaps the most critical element of all. It must have both the enthusiasm

necessary to recruit workers, the organizational talent to create a functional operation, the contacts and persuasiveness to achieve rapport with, and obtain the support of, public and private agencies and the managerial capacity to build and maintain a cohesive organization and to keep a number of project activities moving smoothly in coordinated fashion. It is not always possible to find one person with all of these qualifications capable and willing to devote the time such a program requires. It is often necessary therefore to pull together a small, effective team of individuals who collectively possess all of these attributes and who can operate together in harmony.

The current or past presidents of men's and women's service clubs are a good source of leaders with proven qualifications. Their recruitment also serves to involve the entire membership of their organizations.

Workshop directors are another potential for this purpose. They have the interest of the handicapped at heart, are knowledgeable as to their needs and have the necessary contacts with related agencies as well as the business community. They can also provide without cost that very valuable asset -- a headquarters for the program. A physical facility which serves the handicapped and where handicapped men and women are constantly on the scene provides not only an appropriate base for volunteer operations but a very valuable stimulus.

Ambitious young professionals including business managers, lawyers, architects, engineers, educators, medical and vocational rehabilitation specialists are a good leadership source. They have an abundance of energy and a desire to prove themselves. Excellent leadership potential can also be found from among recently retired business executives. The Chamber of Commerce is an excellent forum for recruitment of such leaders.

While handicapped men and women cannot be overlooked, it is important to realize that their disabilities can limit their activities. They should however definitely be included in the leadership team.

Role of Volunteers

The volunteer can play a major role in facilitating rehabilitation and in job promotion. The professional is concerned with an objective delivery system which involves many clients. A volunteer supportive program can provide the advantage of a personalized one-to-one relationship. In this sense the job

placement potential is generally enhanced in direct relation to the number of volunteers involved in the rehabilitative process. Also, the greater the community's understanding of the handicapped and appreciation for their capabilities, the more positive the response of employment sources in that community.

But not all volunteers have the necessary training, personality and professional expertise to become directly involved in counselling the handicapped men and women job seekers or in making direct contact with employers. Some do. A much greater number can serve as a link, a sounding board, a buffer or expediter between the handicapped, the service delivery system of professional agencies, the employer and the community at large. Their involvement, direct or indirect, provides assurance that the service agencies will carry out the mandate of the community.

Professionals must be conditioned to view volunteers as contributors and not as competitors,or, worse, as usurpers of their professional prerogatives. They must be convinced that the services available through the use of volunteers can enhance their own ability to perform effectively and that volunteers can bring fresh and valuable insights to their programs.

But agency resistance to change and the suspicions of agency personnel will only be overcome with time and proof of volunteer effectiveness. Any over-reaching of untrained volunteers into activities requiring professional competence serves to increase agency resistance to the use of volunteers in their operations.

Recruitment and Orientation

The creative use of volunteers is closely related to the effectiveness of their recruitment and orientation. Recruitment is actually a linkage process, linking people who want to give of themselves with the needs of the organization, linking their need for self-actualization with an opportunity for experience, linking their desire to learn with opportunities for learning, linking their need to be creative with an opportunity to give the best service possible.

The process of recruitment must be thought through and planned very carefully. Before locating and attracting

volunteers the committee must first examine closely its particular needs for volunteers and the resources, skills, and values they can bring to a program servicing the job requirements of local handicapped people. The committee needs to be very clear about the kinds of jobs and tasks that need doing and about the kinds of volunteers who can do them best.

It is important that the potential volunteer feel that the opportunity he is being offered is interesting and worthwhile.

It is important that orientation be thorough and training adequate, for how the volunteer is recruited and oriented has much to do with the enthusiasm with which he begins his service, the work he performs and the length of time he remains in the service of the organization.

The enthusiasm generated by the introduction of the project in the three pilot cities (and in Birmingham in particular) resulted in a large volume of media coverage which led in turn to a premature enrollment of a great number of volunteers. This spontaneous development made it more difficult for the leadership of the local committees to limit the scope and size of the program.

The concensus was that this momentum should not be lost even though decisions had not been firmly made as to the specific directions the project might best follow. Projects were, therefore, hastily drawn up to provide activities for the involvement of volunteers.

In retrospect it is evident that local committees must first determine the most pressing needs of the handicapped in their area and establish priorities. The actual program to be undertaken will thus not overtax the potential of the committee nor that of the community. The recruitment of volunteers can then follow without waste of time, effort and energy.

There is need for a wide variety of volunteer talent in carrying out an effective program of promoting the employability of the handicapped population. Men and women, the young and the elderly, those with professional expertise as well as those with technical skills and talents can all make a meaningful contribution. The potential for their involvement and the effectiveness of their participation is as limitless as the imagination of creative program coordinators.

Specialists can be attracted relatively simply from a variety of disciplines for such a cause. Specialists are

usually flattered to be called upon particularly where the cause is a worthy one. This includes not only those in the medical and employment fields but in every sphere of activity.

Florists may not be in a position to hire handicapped but through their participation, halls were attractively decorated for banquets, meetings, displays, etc. Heavy equipment movers might not have jobs available which the handicapped can perform but were most useful in transporting materials for exhibits.

A job interview is for all people a trying experience. It is in many respects a sales pitch and in some ways not unlike a stage appearance. It is usually a traumatic occasion for those who have led sheltered lives. And for handicapped men and women the stakes are even higher since potential opportunities are more limited. They must therefore put forward their best assets and refute to the extent this is possible their liabilities. A prime requisite is confidence and confidence can be inspired and acquired.

Actors, actresses and sales personnel generally have an abundance of confidence, experience and skills in personal presentation. They know what turns people on and what turns them off. They have made a most meaningful contribution to the handicapped in this respect. Beauticians and stylists including designers and sellers of clothes have been similarly invaluable in advising handicapped job-seekers how they might make the most favorable impression on employers.

These are but a few examples. The list of possibilities for effective use of volunteer talents is endless. Their participation in whatever form serves moreover to spread interest since volunteers are justifiably proud of what they do and communicate their enthusiasm to family, business associates and friends.

Admittedly not all of those who were assisted by PVP volunteers in getting jobs were successful in keeping them. Some were not properly job ready and some were not properly job matched.

Volunteers can promote a climate of understanding. They can encourage employer and potential handicapped employee alike. They can assist the handicapped in preparing for employment interviews -- help them discover themselves, their talents and how best to project them. They can help with transportation, grooming, advice, etc. They can help the handicapped

client over the initial hurdles on the job and serve in an ombudsmen capacity in contacts with employers and fellow employees. Volunteers cannot however and should not assume the ultimate responsibilities of specific job matching, training, or job re-engineering.

The expanding network of local organizations affiliated with the National Center for Voluntary Action has a substantial membership of men, women and youth committed to worthy causes. Center leaders acknowledge that one of their bigger problems is that of coming up with worthy, well defined, productive programs. The effort to help the qualified, job-ready handicapped become wage earners fits all of these requirements and the local affiliates of the NCVA should be in the forefront of the job promotional programs.

All volunteer programs are in many respects cyclical. Personal and family considerations generally take precedence even with the most conscientious and dedicated volunteers. The organization of project activities must take this into account.

It is important in this respect that volunteers know from the outset how their contribution will serve in attaining final objectives. They should be able also to visualize the extent of their involvement, how much of their time it will require and when their participation might be completed. Such an awareness militates against loss of interest and by allowing volunteers to plan their time minimizes cyclical slowdowns.

Inasmuch as holidays and vacation periods provide better than usual opportunities for job placement, some way should be devised to sustain the interest and active participation of at least the leadership of a committee during these periods.

Clients as Volunteers

It is important in all volunteer programs that those whom the projects benefit should have the opportunity to participate also in a volunteer capacity. This is especially true in handicapped-related programs. Handicapped men and women have much to offer and their potential should be fully utilized. They should also have a voice in the operation and in policy-making decisions. They have valuable insights about individual needs and, perhaps even more important, the gaps (or in some cases counterproductive overlaps) in the operations of service agencies.

Participation is therapeutic for the handicapped. It provides, moreover, convincing proof that handicapped people are interested in working, that they have the strength and abilities to do so and are determined to help themselves.

Recognition of Volunteers

Volunteers who commit their time, their energies and personal funds to help the handicapped are people who care for others and recognize their responsibilities to the community. They are not involved as a rule for personal gain. The desire for recognition is, however, a very human trait.

Awards programs, the presentation of certificates of recognition for services rendered and publicity accorded program activities are all important. Equally important to volunteers is the knowledge that their efforts are substantively productive.

Efforts directed at job placement can be discouraging however if the major criteria of success is measured only statistically. A volunteer job promotion program generally involves a large number of men and women with commitments of hundreds if not thousands of man hours. And yet it is often difficult to trace these efforts to specific job placements.

It is therefore important for committee leaders themselves to recognize and for them to convey to the volunteers that their efforts may not be the exclusive factor in X number of job placements; that their work is however a most important contribution in paving the way to an even greater number of job opportunities for the handicapped than are apparent on the surface and that it may be the deciding factor in opening corporate doors to future job possibilities for handicapped men and women. PVP showed that every effort was a "means to an end" -- in this case an awakening of public conscience which led in turn to jobs.

Relationship to Established Agencies

A close, harmonious relationship with the local employment service and vocational rehabilitation facilities, as well as with private and semi-public institutions involved with rehabilitation and job placement, is a cornerstone of volunteer programs serving the interests of the handicapped. Competition

can only heighten distrust, impede the effectiveness of all and weaken rather than strengthen services vitally necessary to handicapped people.

Cooperation with these agencies must be one of the volunteer committee's first objectives and must be built into the operational structure. Representatives of these agencies should be encouraged to participate actively in the committee's planning and to be members of its advisory council.

One of the findings in Minneapolis was the apparent lack of communication and cooperation between governmental agencies serving the handicapped of that city. Another was the initial reluctance of these agencies to allow volunteers to become actively involved in cases of handicapped registered with their offices. Regulations for the protection of confidentiality of clients were repeatedly invoked to resist volunteer involvement. Although the volunteers recruited for the Minneapolis program were highly qualified and prepared to offer many auxiliary services to these agencies, including that of updating files that were by the admission of agency personnel sadly out of date, their offers were for a long time rebuffed.

There is no question but that handling of cases involving the handicapped require more time, more patience and more effort than those of "non-handicapped" clients. This was acknowledged by the director of the Minneapolis office of the U. S. Employment Service who also admitted that because of this the handicapped job applicants often do not get the benefit of all of the services and personalized attention they might require. Since the performance of USES employees was judged by the number of cases they worked on and the number of individuals whom they succeeded in placing in job situations, the handicapped were thus discriminated against even at the hands of the major governmental agency to which they must look for job assistance.

The situation was called to the attention of Mr. Robert J. Brown, an Associate Manpower Administrator of the U. S. Department of Labor. Mr. Brown indicated that USES was preparing new performance standards and that "We currently tend to favor giving weight in our standards to the number and types of individual applicants served (e.g., handicapped, veterans, poor and minority), the number of placement transactions as well as the duration of placements."

Mr. Brown's successor, Mr. David Williams, confirms that such new standards have now been established and that these should help the handicapped job applicants in getting more attention and service from Employment Service Offices throughout the country.

The employment service and vocational rehabilitation office staff assigned responsibility for handicapped job placements should be selected carefully to assure that they have the requisite understanding of the handicapped and concern for them. They should receive the specialized training necessary and have enough stature and authority to make the efforts meaningful. They should also have an understanding of, interest in and ability to work with volunteers. The job description should call for maintaining contact with the volunteer committee and for utilizing effectively the talent/work potential such a committee can provide.

Although there now exists a new, definitive policy of according priority credits to placements of handicapped by USES personnel there remains a vital need for verifying the adequacy of attention being accorded to their handicapped clients. The local committee volunteers can determine through their work with the handicapped whether this special consideration is being shown and call shortcomings to the attention of employment service personnel with whom they have contact.

A volunteer program can serve to avert grievances -- real or imagined. These include difficulties which handicapped clients may encounter (or feel they have encountered) with service agency personnel or employers. They include misunderstandings and lack of cooperation between public agencies, or between prospective employers and public agencies. This is vital because if an employer or a handicapped person has experiences which lead them to believe their interests have not been served as expected they are likely to lose faith and confidence.

It is important to stress in soliciting the cooperation of established agencies and institutions that their participation in a common effort will not dilute their identity nor divest them of credits for their own efforts. All agencies must show an accounting to their own constituencies and, even more so, to those upon whom they are dependent for support. They must be sold on the idea that there are advantages to be gained from participation in a focalized effort supported by a large body of volunteers and that the volunteers are

not a substitute for professional agency personnel but a catalyst for more effective action that benefits all.

Rehabilitation Act of 1973

According to officials responsible for administering those sections of the Rehabilitation Act of 1973 which apply to the Department of Labor, the initial emphasis in its implementation will be upon voluntary compliance on the part of the employer. The Act calls for affirmative action programs and D.O.L. officials hope that those larger corporations which already have considerable experience with handicapped hiring will share their knowledge with the smaller business.

The Act's administrators plan to encourage work station restructuring as one of the means of increasing job possibilities for the handicapped. They are also projecting a new type of mass recruitment to bring non-working handicapped persons into the labor force.

Volunteer programs such as those of the local committees on employment of the handicapped can be effective instruments in the successful implementation of the Act. Through involvement of the local businessman they can encourage voluntary compliance. They can serve to identify the unemployed and they can be the medium for the exchange of ideas on job restructuring between large and small employers. They can be used to disseminate information about the Act, its meaning and the potential it offers to the unemployed handicapped of the community. And they can inspire and encourage handicapped men and women to seek out the job opportunities thus made available. The volunteer programs are also a source of dedicated and competent people from which personnel could be drawn to implement the law locally.

Clarifying Handicapped Potential

It is often said that in speaking of the capabilities of handicapped men and women the accent should always be on the positive (viz. that the handicapped can perform any job) and that anything which would serve to limit the potential of the handicapped in the eyes of the public -- and employers in particular -- would be a disservice. As an article of faith such a philosophy is commendable. It is, however, to a great extent also impractical. There are, it is true,

abundant examples of legless horsemen doing effective farm work, armless artists creating corporate design that is outstanding, etc.

Such examples of human perseverance must be lauded and employers encouraged to give handicapped creativity an opportunity for self expression. As a practical matter, however, it is more important that agencies serving the needs of all the handicapped concentrate their efforts on areas where the greatest good can be accomplished. There is a great need to outline for employers the practical feasibilities of persons with various disabilities. A listing of jobs which handicapped with different disabling conditions can easily perform -- and in some cases excel in -- would be a most important contribution.

Such a book or series of pamphlets on the strengths of handicapped with various disabling conditions should also document their special needs in order that the employer might take these into account and make work site adjustments to satisfy them.

Spotting Job Openings

There is a temptation to conduct all embracing job surveys in order to pin-point all of the jobs that are available and toward which energies might be specifically directed in placing handicapped men and women. But job openings are ephemeral -- available today, filled tomorrow. Creating the impression with employers that qualified and job-ready handicapped men and women are always available to fill all possible job openings is also counterproductive. Especially in the case of the handicapped, job placement efforts must be precise and methodical if they are to be successful. It is important that employers be satisfied with both their handicapped employees and the services rendered on their behalf if their interest in the handicapped is to be lasting.

Selling Success

"Try it -- you'll like it" has been an effective catch phrase for the promotion of many products and services. In related form it has been used to promote hiring of the handicapped and it is an accurate assessment of most employers' handicapped-hiring experiences. While such slogans are an important instrument in publicizing handicapped potential,

slogans alone are not enough. They must be backed by solid achievement in bringing the handicapped out into the open from the isolation into which so many have been subjected; in restoring their confidence in themselves and in rebuilding an environment in which they can effectively compete. Employers must be positively convinced that handicapped can do the work required, that they are conscientious, can report to work regularly, meet deadlines, not involve the business enterprise in greater safety risks than the non-handicapped, etc.

Employers look to other employers for experience. What succeeds in one business establishment might well work in another. This is also true with respect to the hiring of workers. Since a company's work force can make the difference between success and failure of the enterprise the wise businessman is always anxious to find the best sources of capable, efficient and honest employees. Business training schools often succeed or fail on the reputation created by only a few of their students.

A local committee might be well advised to concentrate initial efforts on a select few business establishments within various industries where handicapped men and women can readily improve their effectiveness and thus promote the climate of acceptance for others in those industries. Examples of this were the experiences of the I.D.S. complex and the banks of Minneapolis as well as the large department stores of Birmingham where handicapped were hired in substantial numbers and are proving to be among the best of the work force.

Convincing company presidents on the desirability of hiring the handicapped is not enough. It is important -- and sometimes more important -- to "sell" those who do the actual hiring in a large corporation. It is equally vital to expose all levels of management all the way down to line supervisors to the capabilities of handicapped men and women. Without their cooperation even the healthiest, best educated, most capable employees can fail.

According to one personnel officer who became actively involved in the program, many of his colleagues are fearful that if they hire a handicapped individual and he fails to perform adequately or is injured, the finger will be pointed at them for bad judgement. On the other hand, if a non-handicapped employee fails in a similar situation nothing is likely to be said. It is therefore even more necessary

to convince such personnel officers that the risks of such failures are generally no greater with the handicapped than with non-handicapped.

The handicapping conditions of the physically and mentally disabled often require originality to compensate for the disadvantages they face. This is particularly true with respect to spotting jobs they can perform. Dedication and loyalty alone cannot take the place of strong hands in a job where these are vital. Practical considerations are a foremost requirement.

There are however countless situations where either job restructuring or the introduction of simple laborsaving devices can make the difference and enable even the severely handicapped to do the work required. There are times when innovation not only serves to provide jobs for handicapped men and women but leads to improvements in the job being done. An excellent example of this is the use of paraplegics reported earlier in the cardiac arrest unit of the Carraway Medical Center in Birmingham, Alabama. The experiment of Dr. Meyer at Carraway has the potential for being spread to hospitals throughout the country and could be adapted to other situations where the principal requirement is not physical dexterity but dedication and uninterrupted attention.

Training for Jobs with a Future

Our exploding technology has created a host of new job opportunities. Electronics equipment and computers require operating personnel who could be in many cases drawn from the ranks of the physically handicapped. The expanding field of recreation has resulted in a phenomenal growth of industries producing sports and leisure equipment whose sales, rental, maintenance and repair could absorb large numbers of physically as well as mentally impaired men and women. A volunteer "hire the handicapped" committee can spot such potential in its community, encourage the training of handicapped for such work and help in their placement.

Job Restructuring

The redesign of work sites as a means of accommodating workers with physical limitations is not new. During World War II many jobs were reorganized to minimize physical strains and hazards to both handicapped workers as well as women and

to improve their performance and efficiency. But with the end of the war interest in such restructuring lessened as the young veterans returned in volume to the domestic work force.

There is little question but that a vast job potential could be opened to the handicapped through work station restructuring and through adoption of work sharing programs. Coupling two handicapped workers each capable of working only part time should not prove inefficient and would open the doors to self sufficiency for many who are now totally dependent upon others for support. The monitoring operation at Carraway Medical Center which is now being carried out by a team of handicapped men and women working short shifts and using equipment adapted to their potential is a good example. Another is that of the handicapped person employed as radio dispatcher by the Birmingham Police Department.

A volunteer committee might serve as advocate for the advancement of such programs. Volunteers could also be a link in making them possible either by providing transportation, helping with training or otherwise.

Surfacing the Handicapped

The handicapped are especially vulnerable to economic dislocations resulting from the movement of industry. While the non-handicapped can often relocate their homes to new locations, such moves usually pose insurmountable problems for the disabled. The needs for specialized medical facilities, availability of established housing with the requisites for individualized requirements (including that of family and friends in close proximity) leave the handicapped little alternative as a rule but to stay put.

Even where there has been a good sales promotion of handicapped potential resulting in the employment of such individuals by a company there can be a further service performed by knowledgeable volunteers. Through their contacts with the handicapped clients, they can serve the interests of handicapped and employer as well by calling attention to any impediments that might limit further hiring of handicapped by that firm. These might include architectural barriers, inadequate comfort facilities, features of the job that give the handicapped problems but which could be easily remedied. It might also include misunderstandings the handicapped worker might experience with other employees which could be simply resolved.

Handicapped men and women faced with such a situation often withdraw not only from the world of work but from the social life of the community. Having once done so they generally do not return even when the economic status changes unless some force is put into motion which provides incentives to break the barriers of isolation.

The mass movement of industries out of New England in the past 30 years led to such a situation and has left in its wake a substantial number of handicapped who are homebound though they need not be so. This became apparent from the efforts by the Malden Committee to identify the local handicapped population. It was equally apparent that any attempt to lead the handicapped back into the mainstream of community life would not be as successful as hoped for unless and until the handicapped and their families were convinced that real employment potential does exist and that a return to the world of work would be of greater benefit than dependance upon welfare.

Handicapped Veterans

There is genuine, and understandable, public concern for military veterans disabled through services performed in wartime. While there exist a substantial number of governmental and non-governmental programs to help such veterans become rehabilitated, there still remain many supplementary services which volunteers can perform on their behalf. These include support for and work with organizations such as the V. A. Volunteer Services.

The participation of local Employment of the Handicapped Committee volunteers in programs specially geared to veterans or including veterans in programs that serve the interests of all handicapped people provides increased possibilities for helping those who were born with serious disabilities or incurred them other than through military service. Disabling conditions are no less, nor more, handicapping because of the circumstances under which they were suffered. All handicapped persons should have the opportunity to lead productive lives.

Employers who are sold on the advantages of hiring handicapped veterans will be inclined to hire other handicapped -- veteran or non-veteran -- if their experience with such employees is favorable. The handicapped veteran can thus be an effective door opener to all handicapped job seekers.

Programs such as that of the National Alliance of Business which has committed itself to the hiring of 100,000 disabled veterans should have the fullest possible support of all volunteer programs serving handicapped causes.

Involvement of Political Structure

The "education", involvement and active support of local political leaders is vital. This includes those who are in office and those who aspire to office. Parties and politicians change but the needs of the handicapped go on. Disability knows no politics and the well-being of handicapped people should not be dependent upon political considerations.

It is equally axiomatic that handicapped causes should not be used for political purposes or partisan gain.

There are advantages to be gained however through the endorsement implied in an organizational title. "Mayor's Committee on ..." is generic and does not signify party or personal affiliation. It does commit City Hall to program objectives and some responsibility for their direction and execution. It provides also an element of prestige -- an important factor in volunteer recruitment and relations with the business community.

A direct association of this nature with the local governmental structure also increases the potential for passage of whatever legislation and regulations might be required to guarantee equality for the handicapped; for influencing design of public buildings so that they might be fully accessible; and for encouraging the hiring of handicapped men and women in the municipal administration.

The education, involvement, and support of county and state government and their officials is of equal importance for the same reasons -- and subject to the same apolitical limitations.

Involvement of Federal Officialdom

With over 2.7 million employees the Federal Government is the largest employer in the land. In its own employment practices it has taken a leadership role in engaging handicapped men and women. Although thousands of such handicapped are now employed by federal agencies (approximately 3% of the

total) the number is still relatively low however and this is perhaps more true in installations outside Washington.

The new Rehabilitation Act of 1973 calls for greater efforts to promote handicapped hiring in the federal sector and the Civil Service Commission is actively engaged toward this end. The regional offices of the Commission and the leadership element of federal agencies which constitute the Federal Executive Boards in the ten federal regions as well as the associations of federal agency office directors in the even greater number of areas and individual cities will be the prime instruments in this effort. There is no question of their interest and even less that they can and would be an important adjunct to local committee programs promoting handicapped job placement. Local committees would therefore be well advised to enlist their participation and help.

Community Involvement

The accepted ways of doing things differ in various communities depending upon size, racial, religious, ethnic composition, economy, etc. A small parade down Main Street to publicize handicapped needs may be the accepted way to reach the people and encourage the support of employers in Birmingham, Alabama. A similar parade may be deprecated however in a sophisticated city like New York or Los Angeles. The important thing is doing that which conforms to local custom and which speaks to the local constituency.

Media Support

It is obvious from the foregoing that one of the most important contributions which volunteers can make is that of increasing public awareness and sympathetic understanding. Radio, television and the press are major instruments to the achievement of these ends. There is, however, too little attention paid by much of the media to the successes of the handicapped. And yet by their example, they offer the potential for a return to sound values.

A large measure of credit for America's rapid growth must be given to the Horatio Alger, Jack Armstrong type of idolation which infused the ambitions of the young of former generations. There is need for such inspiration in America today and the media which has unprecedented tools at its disposal to promote this should be encouraged to do so.

Volunteers serving handicapped causes can be an effective catalyst in prodding the media in this direction.

The enlightened coverage now being accorded to handicapped-related stories and the work of volunteers by the newspapers, radio and television stations of Birmingham and Malden are a testimonial to the influence which can be brought to bear by a concerned citizenry. Service and success are no less contagious than indolence, crime and failure.

"Watchdog" Operations

Through the efforts of the President's Committee, Governor's Committees as well as those of a number of private associations -- notably that of the National Easter Seal Society -- the Federal Government, the majority of the states and a number of local jurisdictions have legislated against architectural barriers in new public construction. The laws are well conceived and provide the necessary legal constraints upon builders. While there is still need for similar legislation in some states and districts a greater need is that of exacting builder compliance. Through "watchdog operations" a volunteer program can assure full adherence to the spirit as well as the expressed intent of such laws.

Sensitivity Training

An elementary need is to make future architects, builders, engineers, etc., conscious of the problems confronting handicapped people and the necessity of designing and building with their special requirements in mind. A local architectural barrier committee can perform a great service through advocating that sensitivity training of this nature be included in school curricula, not only in colleges but in local high schools.

Sheltered Workshops

There are more than 1,000 sheltered workshops operating in the United States at this time. The workshops do more than $150 million worth of business annually and provide employment for over 50,000 handicapped men and women. A 1971 amendment to the Wagner-O'Day Act which calls for expansion of U. S. Government purchases of workshop produced goods is resulting in an expansion of such facilities.

Although the workshops are managed and operated by paid workers, volunteers are a vital ingredient in their operation. And since many of those who undergo an apprenticeship in these workshops eventually go on to employment in the competitive labor market, the services of volunteers promotes the employment potential of the handicapped population. The contribution of volunteers to workshop program operations is especially important since their work often helps most those who are severely handicapped and for whom the workshops are the only available employment potential.

There is a further two-way advantage to the close association of volunteer programs with sheltered workshops. For the workshops such an affiliation provides a closer contact with the community at large. This can lead to vital work contracts upon which sheltered workshops are dependent.

Labor Union Support

Labor unions are jealous guardians of the rights and prerogatives of their members. That is their proper function and they have on the whole served the interests of their constituencies very well. Labor unions have however a responsibility to the community which includes concern for the handicapped -- handicapped who, once employed, are also likely to be labor union members.

The labor unions have been helpful on the state and national level in efforts of the President's Committee and of Governor's Committees both in promoting job opportunities and in working for an environment conducive to the special requirements of handicapped people. Volunteer committees should encourage such support and participation of union members on the local level.

Housing and Transportation Considerations

It is not possible to separate architectural design considerations, housing, transportation and other human needs from job needs in the case of the handicapped. Where non-handicapped may have the capacity to cope with inadequate living conditions and supportive services these can be, and often are, crucial elements in determining whether handicapped will become self supporting.

Accessible housing that is located within commuting distance to places of employment is more important to those with disabilities than to those who are "non-handicapped." A number of states and local jurisdictions have already made legal provisions to assure that builders include units in housing developments which conform to the needs of the disabled. The Department of Housing and Urban Development has funded several multi-family projects specifically for handicapped persons. And the American Institute of Architects working with the President's Committee on Employment of the Handicapped is encouraging barrier-free design and construction.

But the surface has barely been scratched. Barrier-free housing is still relatively scarce and many handicapped who might be otherwise employable are limited as to where they can work because of housing considerations. The involvement of volunteers in projects aimed at increasing the availability of barrier-free housing for the handicapped is therefore appropriate.

Organizations of the Disabled

The handicapped are becoming increasingly organized and their organizations more assertive. Many of their organizations reflect however the inexperience of individual handicapped persons who have been too long relegated to the role of passive client and consumer. They need help in the form of training for their leaders, in setting realistic goals and objectives and in developing programs that will achieve these.

It is unfortunate that executives with such leadership abilities rarely become involved as members in such organizations when they become handicapped through accident or disabling illness. This is probably due to the fact that individuals with such proven talents have generally established themselves financially before the onset of their disability and do not feel the need for the help which membership in such organizations presumably implies. There is a feeling too that through their belonging they may be taking opportunities away from others more in need.

Organizations such as RSVP, Positive Maturity, Association of Retired Persons, and others with goals and objectives compatible with those of the handicapped should be encouraged to play a greater role in associations of the handicapped and share experience and expertise with them.

Other Considerations

The size of the city must be taken into account in the organization of volunteer committees promoting jobs and job related needs of the handicapped. It is questionable, for example, whether a single committee could cope effectively with the problems of all -- or even a significant percentage -- of New York City's population. Although such a metropolis has a vast number of industries and retail establishments with a correspondingly high number of jobs, competition for these is intense. The problem is heightened by the extremely large number of illegal workers (non-immigrant visitors from abroad) who often work at less than legal salary rates and thus place handicapped American workers at a serious disadvantage.

Because of housing density the potential for jobs within close proximity to the homes of the handicapped would appear to be greater. But life in a New York style high rise can pose other, more serious problems. Similarly, the extensiveness of the transportation system would seemingly make jobs throughout the whole area within reach. But how many wheelchair-bound, blind, etc. dare use that system.

The problems of the handicapped in such a metropolis differ radically from those in smaller cities. The programs that would be required to resolve them -- including volunteer operated "Employ the Handicapped" committees should be the subject of separate study.

Experience has indicated that a volunteer committee may not be maximally productive in a small city. This is especially true in a highly populated area with numerous urban political jurisdictions. There is a growing realization that duplicating functions are a serious drain on municipal budgets in such areas and many are in fact already pooling services. This lesson is no less true with respect to volunteer programs. It is unrealistic to promote duplicate programs where one would suffice.

The experience in Malden brought this out. While the Malden committee with its PVP support was a strong one the adjacent cities of Melrose and Medford were inactive. And yet many of the Malden program volunteers lived in one or the other and a number of the handicapped who were serviced also came from the surrounding communities. The organization would have been a more effective one if it were a tri-city program. The newly established Workshop is because of this such a tri-city operation.

All business establishments cannot be expected to hire handicapped men and women because, and in the course of a concerted drive by a new volunteer operation of this nature. Some are fortunate in having a low turnover of employees and may not have any job openings over a substantial period of time. Others may have legitimate requirements which available handicapped job applicants may not be able to meet. There is no point served in alienating such establishments and their officials by overly aggressive salesmanship or by embarrassing them in one way or another for not hiring handicapped men and women immediately.

But many business establishments can help the cause of the handicapped population in other ways if the approach to them is convincing and realistic. A good example of this is the case of two Birmingham banks whose officials were asked and agreed to have displays mounted in their prominently situated windows. Apart from the important good will which this public service gesture won for the banks, the officials themselves have become because of this association staunch supporters of the handicapped. Not only have they promised to give full consideration to hiring qualified handicapped job applicants as job openings come up but have included for the first time "handicapped promotional efforts" in their operating budgets. The Birmingham Spastic Aid and Cerebral Palsy Associations have already benefited from this promotional effort.

Instilling confidence in handicapped men and women is most important -- as already noted -- if they are to sell themselves effectively to potential employers. However, it is equally important that they and those working on their behalf be practical. Organizations of handicapped persons must also be realistic. While the handicapped population has been shunted aside for far too long, overly aggressive demands are not the answer.

While a volunteer program conveys by name the impression of an operation that is totally free of cost it is unrealistic not to anticipate the need for some financial support. Even where office space might be made available through affiliation with a Workshop or where City Hall, the local Chamber of Commerce or clubs provide free office and meeting space there is still

need for some expenditures of funds. The operation cannot be run with any degree of efficiency if it must depend repeatedly for donations of stamps, supplies, etc.

It is unrealistic too to expect a local coordinator to cover the expenses necessary to his/her own involvement from personal funds. And, unless local custom dictates otherwise, a local committee to promote employment for the handicapped should not be expected or required to raise funds by money-making events.

The costs of a volunteer operation vary of course on the size of the operation and the type of program the committee decides upon. The yardstick must be a local one but it must be realistic. The coordinators in the three PVP pilot cities received $300 monthly to cover both organizational costs and their own expenses. As a rule this was adequate and there was on occasion a surplus which could be applied to months of heavier than usual activity. But $300 monthly would appear to be a minimum budget for such a citywide operation.

Local foundations are probably the best source of such minimal support. There are few cities which do not have such foundations -- established usually by wealthy and public spirited leaders to perpetuate their special interest in community growth and welfare. Since a committee engaged in activities to promote the employability of handicapped persons performs a multi-faceted service to the community there is ample justification for seeking and getting such support.

Depending upon its local ties (either with local friends and supporters, business operations, schools, churches or medical institutions) similar support might be obtained from foundations based elsewhere in the state or even from those out-of-state.

Federal Revenue Sharing has paved the way for an expansion of community human resources operations. A volunteer program helping the handicapped become full participants in community life is an inexpensive yet appropriate outlet for such funding.

Local vocational rehabilitation facilities and employment service offices generally have some moneys available for discretionary use. To the extent that a volunteer operation serves their interests and objectives there is no reason why such organizations cannot be expected to at least cover some of its basic costs. Mailings related to official programs are in fact often made through governmental "frank."

Churches, men's and women's service clubs are often willing to absorb essential expenditures either in whole or in part.

As already noted the President's Committee contributes to the support of local organizations by providing programming materials, advice, guidance and, on occasion, speakers. The same is true of Governor's Committees. Some are better endowed financially by the state legislatures than others but in one way or another all have -- or should have -- the potential to be helpful in a practical sense. And with the anticipated move toward regionalization of PCEH operations this potential should increase.

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